

GOVERNMENT OF MYSORE

REPORT  
OF THE  
LOCAL BOARDS ENQUIRY COMMITTEE  
MYSORE STATE  
1954



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## GOVERNMENT OF MYSORE

No. L.B.E.C. 561/4-54-89.

OFFICE OF THE LOCAL BOARDS  
ENQUIRY COMMITTEE,  
(OLD PUBLIC OFFICES),

*Dated Bangalore, the 28th August 1954.*

FROM

SRI D. H. CHANDRASEKHARAIYA, B.A., LL.B.,  
*Chairman,*  
*Local Boards Enquiry Committee,*  
*Bangalore.*

TO

SRI G. VENKATA KRISHNA RAO, I.A.S.,  
*Secretary to Government,*  
*Local Self-Government and*  
*Planning Departments, Bangalore.*

SIR,

I forward herewith the Report of the Local Boards Enquiry Committee constituted by Government in their Order No. L.B. 11133-48—L.B. 71-53-2, dated Bangalore, the 14th December 1953, for the purpose of examining the question of the desirability of continuing the District Boards as envisaged in the Mysore Village Panchayets and District Boards Act, 1952 (No. IV of 1952) or replacing them by Taluk Boards and other problems connected therewith.

I am glad to state that the members of the Committee have unanimously accepted the findings recorded and the recommendations made in the Report regarding all matters referred to it for investigation, with the exception of Sri J. Mohamed Imam, B.A., B.L., who has given a note appended to this Report.

While expressing our deep gratitude to the Government for having given us an opportunity to enquire into and formulate proposals on certain matters of vital importance to the administration of the State, we earnestly hope and expect that they will be given a fair trial.

Before we conclude, we feel it our duty to thank all the authorities that have furnished us with statistical information on the subjects of our enquiry and also the Heads of some Departments who have favoured us with their views on some of the questions in which the local bodies are interested. We also wish to record our sense of appreciation of the valuable services rendered by the Secretary, Sri B. Venkataramia and other members of the staff in collecting the required data and in arranging for the conduct of the proceedings of the Committee.

Yours faithfully,

D. H. CHANDRASEKHARAIYA,

*Chairman,*

*Local Boards Enquiry Committee.*



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# CONTENTS.

CHAPTERS		PAGES.
I ...	Introduction ...	1—4
II ...	Historical Survey of Local Bodies and Development Schemes ...	4—9
III ...	Main Problems ...	9—10
IV ...	District Boards ...	10—15
V ...	Taluk Boards ...	15—22
VI ...	District Boards and Taluk Boards in the new Set-up ...	22—45
VII ...	Constitution of a Special Agency to carry out Public Works of Local Bodies ...	45—47
VIII ...	Conclusion ...	48—49
	Summary of Recommendations ...	51—58
	Note by Sri J. Mohamed Inam, B.A., B.L. ...	59—66

## APPENDICES.

1	...	Opening remarks made by Sri D. H. Chandrasekharaiya, Chairman of the Local Boards Enquiry Committee, on the occasion of the First meeting of the Committee held on 24th December 1953	67—69
2	...	Statement showing the progress of Revenue of the District Boards in Mysore State for ten years from 1943-44 to 1952-53	70
2A	...	Statement showing the progress of Expenditure of the District Boards in Mysore State for ten years from 1943-44 to 1952-53	71
3	...	Statement showing the number and distribution of seats allotted to each Taluk Board in Mysore State, as recommended by the Committee	72—75
3A	...	Statement showing the number and distribution of seats allotted to each District Board in Mysore State, as recommended by the Committee	76
4	...	Statement showing the rates of Honoraria and Travelling Allowances payable to Presidents, Vice-Presidents and Members of District and Taluk Boards, as recommended by the Committee	77
5	...	Suggestions of the Commissioner for Local Self-Government regarding certain procedural and Supervisory matters in connection with the Special Agency for Public Works recommended by the Committee	78

# REPORT OF THE LOCAL BOARDS ENQUIRY COMMITTEE, MYSORE STATE, 1954.

## CHAPTER I.

### Introduction.

In Government Order No. L.B. 11133-48—L.B. 71-53-2, dated Bangalore, the 14th December 1953, the Government of Mysore were pleased to appoint this Committee in order to examine the question of the continuance or otherwise of the District Boards in the State and other problems arising therefrom. The reasons and circumstances that led to the appointment of this Committee have been set forth in the Government Order referred to, in the following words:—

“A Committee was constituted by Government in September 1949 under the Chairmanship of Sri V. Venkatappa, M. L. A. to examine the question of co-ordinating the work of the local bodies and other authorities in the field of rural development and integrating the activities of these bodies and place them on a statutory footing. The Committee reported on the 12th June 1950 and recommended the constitution of Group Panchayets and District Boards indirectly elected by members of the Panchayets. The recommendations were accepted by Government and the Mysore Village Panchayets and District Boards Act was passed in January 1952.

When the question of the formation of Group Panchayets was taken up and objections were called for to the establishment of these panchayets according to the procedure laid down, it was found that there was a large measure of opposition to doing away with the system of single Village Panchayets and to the formation of Group Panchayets. The Act was, therefore, amended in August 1952 to enable the formation of single Village Panchayets on a larger scale.

Government have been trying for over a year to constitute the District Boards under the new Act. It has been found that there is considerable opinion against the District Boards being constituted on the basis of indirect elections provided in the Act. It has also been pressed upon the attention of the Government that Mysore would

be well advised to establish Taluk Boards. The Planning Commission also contemplated the appointment of regional boards for framing and watching the execution of development programmes in each region. The opinion appears to be divided and it is necessary that any action taken by the Government in constituting these bodies, which have an important role to play in the rural development programme and the execution of the Five-Year Plan, should have a wide measure of public support.

In these circumstances, Government think that it is necessary that this matter should be thoroughly examined by a fully representative Committee which can make proposals acceptable to as large a body of opinion as possible. They accordingly direct that a Committee be constituted to go into this matter”.

2. The Committee so constituted consisted of the following personnel :—

*Chairman.*

Sri D. H. Chandrasekharaiya, B.A., LL.B.

*Members.*

Sri N. C. Nagiah Reddy, B.A., M.L.A.

Sri B. C. Nanjundiah, M.L.A.

Sri J. Mohamed Imam, B.A., B.L., M.L.A.

Sri A. R. Badrinarayan, B.A., B.L.

Sri B. N. Boranna Gowda, M.L.A.

Sri N. P. Govinda Gowda, B.A., M.L.C.

Srimathi Lakshmidevi Ramanna, B.sc., M.L.A.

Sri M. Madiah, M.L.A.

Sri Abdul Razaak Sahib, Bellary.

Sri N. S. Hirannayya, I.A.S.,

Commissioner for Local Self-Government.

*Secretary.*

Sri B. Venkataramia,

Assistant Secretary to Government,  
Local Boards Branch.

3. The Terms of Reference of the Committee were :—

“(1) To examine the question of the desirability or otherwise of continuing the District Boards as envisaged in the Mysore Village Panchayets and District Boards Act, 1952,

(2) In the alternative, to examine the desirability of constituting Taluk Boards in the State.

(3) And determining the method of election to these bodies, their functions, finances and powers as also their relationship with Village Pañchayets and other cognate matters."

4. The Committee was requested to start work immediately and to furnish a Report as early as possible.

5. The Committee met for the first time on 24th December 1953 for exchanging views on the terms of reference and for determining the procedure to be followed in considering them. The opening remarks made by the Chairman on the occasion are reproduced in Appendix I attached to this Report. After discussion the Committee decided that there was no need to issue a questionnaire as the materials necessary to facilitate its task would be available in the departmental reports and other Government records. It was, however, thought necessary to collect statistics relating to the working of the District Boards for the past ten years for scrutiny and review. The Committee also agreed to take evidence of a few selected persons, if necessary, at the later stages of its work.

6. The Committee was not in a position to meet for three months in the early part of this year, owing partly to the labour and time involved in the collection and compilation of statistics on the working of the District Boards and partly to the preoccupation of some of the members in connection with the sittings of the State Legislature during that period.

7. Thereafter the Committee met regularly and discussed the various issues involved in the terms of reference. A few Heads of State Departments were invited for consultation in respect of matters in which the Local Boards are interested. The public were also kept informed of the progress of work through press reports issued from time to time. Inclusive of the first meeting referred to before, the Committee held altogether eight meetings on the dates noted hereunder :—

- (i) 24th December 1953.
- (ii) 10th April 1954.
- (iii) 27th April 1954.

- (iv) 9th May 1954.  
10th May 1954.
- (v) 28th May 1954.
- (vi) 5th July 1954.  
6th July 1954.
- (vii) 26th and  
27th July 1954.
- (viii) 28th August 1954.

8. During the course of the deliberations of the Committee, a doubt arose as to whether the terms of reference as they stood could also permit of a recommendation being made in favour of having both the District Boards and the Taluk Boards. On a reference made to the Government in the matter, they have in their letter No. L.B. 2266/L.B. 71-53-17, dated Bangalore, 29th May 1954, been pleased to agree that such a recommendation would be quite in order.

9. The Committee's conclusions and recommendations in regard to the terms of reference and other related matters are dealt with in the Chapters that follow.

## CHAPTER II.

### Historical Survey of Local Bodies and Development Schemes.

10. India is known as the land of villages and even now more than seventy-five per cent of her population lives in them. Researches made by great scholars into the hoary past have revealed that these villages appropriately described as "Little Republics" contained prosperous and contented communities at one time and were administered by bodies of elders known as "Grama Panchayets", and served by the system of "Bara-baluthi". The village life and administration were characterised by the largest measure of autonomy and economic self-sufficiency. With the march of time the ancient ideals and practices began to lose their hold on the people, thereby giving rise to fissiparous tendencies to grow and undermine the strength and solidarity of the Indian society. Following this unhappy prospect came a series of foreign invasions and settlements which culminated in the establishment of British Rule in India and further upset the life and thought of the country.



The effect of these changes on the village communities in particular was most baneful. The simple economy and the corporate life to which they were accustomed were violently shaken; their moral and material conditions began to deteriorate rapidly; they drifted in confusion and despair with no incentives to cheer them up; and finally poverty, ignorance and disease became the order of the day among the rural folk.

11. Such depressing conditions affecting large sections of the population could not long escape the attention of the British Rulers, however indifferent they were disposed to be. It was in this context that they began taking interest in the betterment of villages and introduced various ameliorative measures, legislative and otherwise, to improve rural society. Local Self-Governing Institutions in India, in their present form, thus owe their origin to the initiative taken by the British Administrators more than ninety years ago.

12. Mysore was no exception to the general deterioration of villages and the Rulers of Mysore, too, became alive to the urgent need for rehabilitating village life. During the past eighty years, steps are continually being taken through Executive Orders or Legislative Measures, to improve the social and economic conditions of villagers. These comprising of the different types of local bodies as well as the various schemes of rural welfare have left a few significant landmarks in the history of Local Self-Government in Mysore. It is now proposed to refer to them briefly at this stage.

The earliest step taken by Government in the matter of Local Self-Government may be traced to 1862 when, what were known as *Local Funds* were formed out of the collections from the Plough and Ferry taxes, fines imposed for cattle trespass and sale proceeds of stray cattle. These funds were utilised for construction of village roads and other subsidiary works.

The next move is marked by the establishment of *Local Fund Committees* in 1874 under the presidency of the Deputy Commissioners of Districts. These Committees, which were mostly official in character, were required to ascertain and provide for measures to promote health, comfort and convenience of the inhabitants within the respective Districts.

In 1902 further progress was indicated by the enactment of the *Mysore Local Boards Act* in pursuance of which three classes of local bodies were ushered into existence. They were (a) Union Panchayets with nominated Chairmen, (b) Taluk Boards with Sub-Division Officers as Presidents and Amildars as Vice-Presidents and (c) District Boards with Deputy Commissioners as Presidents and one elected representative of each Taluk Board being included among the members.

About 12 years later, what was called 'the *Village Improvement Scheme* was introduced with the object of effecting speedy improvements in villages, with the active co-operation of their inhabitants. This scheme was to be worked with the help of the Village Improvement Committees set up for each village or groups of villages.

An important advance was made when the Act of 1902 was replaced by the *Mysore Local Boards and Village Panchayets Act of 1918* on the basis of the principles of development of Local Self-Government, laid down by Government in their Order No. 3005-55—Ml. 132-16-1, dated the 16th November 1916. This provided for the increase of elected element to two-thirds and to one-half in the membership of District Boards and Taluk Boards respectively and also for the election of non-official Vice-Presidents for both of them. The Union Panchayets gave place to Village Panchayets charged with various duties and powers, including the execution of the Village Improvement Scheme of 1914. It is said that there were 833 Village Panchayets and 8,334 Village Committees then working the Scheme.

In 1923 Government summoned a State conference to review the position of the then existing local bodies. In pursuance of a new and enlightened policy, the *Mysore Village Panchayet Act* and the *Mysore District Boards Act* came into existence in 1926. As a result of these two Acts, the Taluk Boards which were working for 24 years came to an end and the Village Improvement Scheme was also wound up. Only two types of local bodies consisting of the Village Panchayets and the District Boards were constituted throughout the State and invested with large powers and functions and independent sources of revenue.

As the need for taking speedier and more effective steps to improve the living conditions of the rural areas

began to be more keenly felt by the Government, they formulated new schemes of development and introduced them by means of Executive Orders. Of these, the first was the *Scheme of Concentrated Propaganda* commenced in 1936. Under this scheme, two or three villages in each Taluk were selected and subjected to intensive improvements by the Development Departments of the State, so as to serve as models for other villages. The second scheme known as the *Hobli Drive* was devised in 1942. It proposed to select one Hobli in each District every year and improve the conditions of villages within that area with the help of trained rural workers named as "Gramasudharakas," the idea being to cover the entire State in the course of about five years. In 1948 a fresh *Scheme of Rural Development* was adopted with a view to decentralise the powers of Government and entrust them to non-official bodies. This scheme was worked by specially constituted Taluk, District and Central Development Committees which exercised large powers and functions and attended to all aspects of rural welfare.

The above schemes were almost a super-imposition on the statutory local bodies. Though they were expected to work jointly or in consultation with other local bodies, yet friction and overlapping of work continued to be a feature of their mutual relations and programmes of work. The local bodies themselves were subject to severe handicaps in their actual working.

13. It was at this stage that the need arose for considering how far the local bodies and the Development Scheme of 1948 had fulfilled the expectations entertained of them and what further steps were called for to improve their organisation and working in the interest of rural uplift. These questions, among others, were referred to a Committee under the Chairmanship of Sri V. Venkatappa, the then Speaker of the Legislative Assembly, for investigation and report in Government Order No. L.B. 2622-61—L.B. 35-49-1, dated Bangalore, the 19th September 1949. That Committee submitted its Report to Government on 12th June 1950.

14. Having accepted the main recommendations of the Venkatappa Committee, Government embodied them in a Legislative measure which was considered by the State Legislature and passed into Law, entitled the

Mysore Village Panchayets and District Boards Act, 1952. This enactment (which is referred to as Act No. IV of 1952 in this report) has been in force with effect from 14th February 1952. Under the provisions of this new Act, the Village Panchayets and District Boards constituted under Acts Nos. II and III of 1926 were authorised to function from the same date.

15. It may be mentioned here that, as the District Boards and the Village Panchayets had been in existence for the full permissible term of five years from the time of their constitution and could not legally continue after 31st May 1952, Mysore Ordinance No. III of 1952 was promulgated on 23rd May 1953, by which sanction was accorded to the continuance of the members of these bodies till the Government notified the date of their replacement by other members duly elected at a fresh election held for the purpose. This Ordinance was subsequently replaced by the Amending Act, 1952 (No. XXVIII of 1952) which came into force from 13th August 1952. Both the Ordinance and its substitute vested discretion in the Government to determine the date as to when the then members of the District Boards and the Village Panchayets should retire. But due to differences of opinion among the public regarding the constitution of the local bodies, Government could not make up their mind either to hold fresh elections or to notify the date of retirement of the existing members of these bodies. It was under these circumstances that another Amending Act, 1954 (No. I of 1954), was passed on 30th January 1954 authorising Government to notify the date on which the term of office of the continuing members of the District Boards would expire and to appoint Special Officers from that date to exercise the powers and functions of these Boards and of their Presidents, until their reconstitution in accordance with the provisions of Act No. IV of 1952. Accordingly Government have notified that the membership of the District Boards has expired from 1st March 1954. Thus, at present, there are District Boards only in name, while the old Village Panchayets are continuing as before without being reconstituted.

16. In order to complete this survey, the position of the local bodies working in the seven Taluks of the Bellary District which have been integrated with the Mysore State from 1st October 1953, has to be briefly referred to. When the Bellary District formed part of

the composite State of Madras, Village Panchayets constituted under the Madras Village Panchayets Act, 1950 (No. X of 1950) were in existence. After integration of a portion of that District with Mysore, the old Village Panchayets existing in that area have been continued and are functioning as before. So far as the District Board of Bellary is concerned, it was constituted in pursuance of the Madras District Board Act, 1920 (No. XIV of 1920) as amended from time to time. But by the Madras District Boards Amendment Act, 1952 (No. VII of 1952) its term which had been previously brought up to 1st December 1952, was further extended to 1st July 1953. Another Amending Act, 1953 (No. V of 1953) empowered the Government of Madras to appoint Special Officers to exercise the functions and powers of the District Boards and their Presidents from 1st July 1953, and also to hold elections for the several District Boards so that the newly elected members might come into office on any date fixed by that Government not later than 1st March 1954. While this position was continuing, the area covered by the seven Taluks of the Bellary District became merged in the Mysore State and then with a view to following a common policy in respect of all the District Boards in the State, the Madras Act, 1953 (No. V of 1953) was amended by Mysore Act, 1954 (No. II of 1954) so as to provide for the continuance of the Special Officer already appointed there till such date as the State Government might by notification in the Official Gazette fix. Thus the District Board of Bellary stands in the same position as other District Boards in the State at present.

### CHAPTER III.

#### Main Problems.

17. Before taking up the terms of reference for detailed examination, it would be useful to indicate briefly the main problems which we are called upon to tackle. There are two conflicting views regarding the pattern of local bodies above the village level, one advocating the continuance of the District Boards and the other favouring the creation of the Taluk Boards in lieu of the District Boards. Those who hold the former view argue that the District Boards have built up high traditions during the past half a century and more, that

their achievements have been notable in the field of rural development, that the trend of the present time is towards the formation of larger units in the interest of economy and that, in any case, their retention is inevitable as no smaller units would ever be able to exercise all the functions and powers now vested in the District Boards.

18. On the other hand, the protagonists of the Taluk Boards contend that the District Boards have not so far exercised any appreciable educative influence on the village life, that the election to the District Boards by electorates consisting of members of the Village Panchayets will not be desirable under the existing conditions of rural life and that, even under the provisions of Act No. IV of 1952, no duty is cast on the District Boards to guide and co-ordinate the activities of the Village Panchayets. Therefore, they urge that smaller bodies at the Taluk level would be the most suitable agencies not only to carry out local works and programmes satisfactorily but also to help and co-ordinate the Panchayet activities effectively.

19. While examining the above alternative proposals, it may conceivably be found that each of them may not by itself be a feasible proposition, but that a combination of both may well fit in with the works and institutions which the local bodies have to handle at present. In such a contingency the question of having both the District and the Taluk Boards with properly co-ordinated constitution, functions, and powers will engage our attention.

20. By the terms of reference, the Committee is called upon to consider only the question of the relationship of the Village Panchayets with other local bodies. This will be kept in mind when dealing with actual proposals.

With the above statement of the main problems we now proceed to examine the terms of reference in their serial order.

## CHAPTER IV.

### District Boards.

21. We may first consider the question of the desirability or otherwise of continuing the District Boards as envisaged in the Mysore Village Panchayets

and District Boards Act, 1952 (No. IV of 1952) covered by the first term of reference to this Committee.

22. At the outset the Committee devoted its attention to a review of the work of the District Boards in order to find out how far they had proved useful to the public. From an examination of the detailed statistics furnished by the District Boards for ten years from 1943-44 to 1952-53, the Committee came to the conclusion that on the whole they had stood the test of time and contributed materially to the development of the rural areas. The following figures extracted from the statistics will show what substantial progress in income and expenditure (*vide* Appendix 2 and 2A of this Report) as well as in developmental activities the District Boards had made from the first to the last year of the ten-year period, even when their general financial position was none too happy.

Items	1943-44	1952-53
(1) Total income ...	Rs. 15,46,540	Rs. 42,61,388
(2) Total expenditure ...	„ 15,90,769	„ 46,24,023
(3) No. of miles of Roads ...	4,919	7,140
(4) No. of bridges, causeways, culverts and tunnels ...	28	1,147
(5) No. of Hospitals and Dispensaries ...	255	287
(6) No. of Midwives ...	182	246
(7) No. of Ayurvedic and Unani Dispensaries ...	218	271
(8) No. of Veterinary Hospitals ...	111	201
(9) Expenditure on Vaccination ...	Rs. 57,152	Rs. 91,947
(10) Conservancy and Sanitation charges ..	„ 61,156	„ 90,414
(11) No. of Shandies ...	235	322
(12) No. of Cattle Shows ...	24	30
(13) No. of Khadi Centres ...	10	(13+1) (Silk Centre)
(14) No. of High Schools ...	...	35
(15) Contributions to Reading Rooms and Libraries	Rs. 14,210	Rs. 25,821
(16) Grant for Scholarships ..	„ 1,420	„ 11,500

23. The Committee then took up the examination of the District Boards from the point of view of their

constitution and functions. Ever since the District Boards originated so far back as 1874, they have undergone several changes from time to time in their structure as well as in their functions and come to occupy an important place in the administration of the State. Even the defects that existed previously in their set-up have been removed by Act No. IV of 1952. The more notable among the improvements introduced by the Act are—

- (i) Abolition of all nominations, *ex-officio* and otherwise.
- (ii) Reservation of seats for Scheduled Castes.
- (iii) Removal of the provision for nominated and official Presidents.
- (iv) Improvement of Revenues from the existing as well as from new sources.
- (v) Appointment of full-time Executive Officers.
- (vi) Enlargement of duties and powers.
- (vii) Removal of property qualification for membership.

It will thus be seen that from the organisational point of view the District Boards have become more democratic and effective than before.

24. The need for continuing the District Boards has been brought home to the Committee by the existence of a number of works and institutions, such as High Schools, Local Fund Dispensaries, Veterinary Hospitals, Inter-Taluk Roads and Bridges, Epidemic control, etc., which are maintained by the District Boards and serve more than one taluk. The question now is whether it would be possible for the District Boards to relieve themselves of the burden of maintaining them. The entrustment of these works and institutions to any other agencies is out of the question, simply because they do not exist at the present time. And even if they are newly created, it would again be a problem to secure proper personnel and financial resources for them. So far as the Government are concerned, it has been definitely ascertained that they have no intention of assuming charge of any of them. When the Director of Public Instruction was examined by the Committee, he expressed the view that it would not be possible to take over the High Schools under Departmental management, even with the transfer of the funds now spent for them. Again, the question of making arrangements for maintaining the existing works



and institutions is not all. It would be a very serious obstacle to further progress, if proper agencies are not made responsible for undertaking fresh projects which involve heavy cost and benefit two or more taluks in the District. In view of all these considerations, the Committee feels convinced that the District Boards have an undoubted role to play in the developmental activities of the District.

25. The necessity for continuing the District Boards is further emphasised by the facilities that are proposed to be made available by the Central and State Governments for the implementation of Rural Development programmes. In this connection the Committee desires to invite attention to the circular reported to have been issued by the Planning Commission of the Government of India to all the State Governments intimating that the District would be the pivot of the Second Five-Year Plan and that individual villages and groups of villages such as Tahsils, Taluks, National Extension Development Blocks, etc., within the District, would prepare plans of their own. It is further stated that the local bodies would be actively associated with planning so that each of them will have a plan of its own integrated with the District plan. In all this Planning programme no agencies other than the District Boards could rise to the occasion and do justice to the obligations cast on them. With the co-operation of administrative and technical officers available at the District level, the District Boards can plan thoroughly for each and every part of the District and control and supervise the execution of plans effectively.

26. It has sometimes been suggested that non-statutory agencies might be organised at the District level to take over all works and institutions of District importance and manage them. But there is no doubt whatever that such unofficial bodies will not be able to command either the prestige or the utility of statutory organisations, however well they may be constituted. The experience of the working of the Rural Development Committees which consisted entirely of members nominated by Government and which for lack of statutory powers often came into conflict with other statutory and administrative authorities in the field, is too recent to be forgotten by us. We therefore hold that the idea of creating non-statutory District bodies does not deserve to be seriously considered.

27. In this connection it was thought worthwhile to inform ourselves about the position and prospects of the Local Self-Governing institutions in other parts of India. For this purpose we requested the Governments of other States to furnish information as to the types of local bodies functioning within their respective areas and the steps taken or contemplated there to reform or replace any of them.

From the materials made available to us, the future of the District Boards or District Councils or other corresponding bodies in different States in India, is stated to be as follows :—

There are District Boards or other corresponding bodies in most of the States based on Legislative Enactments. Among them the States of Bombay, Assam, Hyderabad and Madhya Bharath are not contemplating any changes in respect of their District bodies at present.

Madhya Pradesh is the only State in India that has replaced the District Councils by what are called "Janapada Sabhas" at Tehsil level, under the Local Self-Government Act, 1948 (No. XXXVIII of 1948.) But as the working of these "Janapada Sabhas" was not considered satisfactory, the Government of Madhya Pradesh appointed a Committee on 5th April 1952, "to review the finances and examine the administrative problems and other difficulties of the 'Janapada Sabhas' and to make recommendations for the improvement of the 'Janapada' finances and solution of their problems and difficulties". Though the Committee recommended the continuance of the "Janapada Sabhas", yet the details given in its Report sufficiently reveal the "problems and difficulties" that Tehsil bodies have to face in shouldering the tasks and responsibilities that could only be properly handled by bigger units. It is indeed interesting to note that even that Committee has felt the need for the constitution of a Statutory Board of all "Janapada Sabhas" in the District to maintain roads and has recommended accordingly.

In Orissa State, what is known as the Anchal Sasan Bill has been introduced in its State Legislature to replace the District Boards by Anchal Sasans, each of which is expected to cover about twenty Gram Panchayet Areas with a total population of 120,000 on an average. Assurance is, however, lacking as to the final shape of the Bill.

So far as Madras and Andhra States are concerned, our information is that they have an idea of abolishing the District Boards, but there is no indication yet of any tangible action having been taken to implement it.

As regards Uttar Pradesh, it is said that, as the question of the future shape of the District Boards there, is still under consideration, their term has been extended till the end of 1954.

In other States the subject of reorganising higher local bodies does not seem to be engaging active attention.

From the above survey, it is obvious that the District Boards continue to be the main type of higher Local Self-Governing institutions all over India, except in Madhya Pradesh and even there, the creation of a Statutory Board for all the "Janapada Sabhas" in the District has been suggested for the proper maintenance of roads.

28. For the reasons and circumstances which have been dealt with in the foregoing paragraphs, we recommend that the District Boards should continue, and fulfil the functions of a central directing body for all the developmental activities of the District. By having these Boards, the large experience that has been gained so far in working them will continue to be used for the benefit of the people at large. Their constitution and functions will not however remain the same as those envisaged in Act No. IV of 1952, but will be subject to such modifications as may be called for in the light of the proposals we are going to make. These will be explained in Chapter VI of this Report.

## CHAPTER V.

### Taluk Boards.

29. As we have already come to the conclusion in the previous Chapter that the continuance of the District Boards is necessary, we have now to examine the question of the desirability of constituting Taluk Boards in the State, not as an alternative to the District Boards, as stated in the second term of reference, but in addition to them. Such an examination is held to be in order in the Government letter referred to in paragraph No. 8 of this Report.

30. The success of democracy mainly depends on the co-operation and goodwill of the people and on the utilisation of their services in the conduct of the administration. This emphasises the need for giving them suitable opportunities to manage their local affairs and get themselves trained for higher forms of service. Thus the Local Self-Governing institutions form the best training ground for the duties and responsibilities of civic life. Viewed in this light, the District Boards alone may not afford adequate scope to the people either for receiving training in local administration or for rendering help to their fellowmen living in their midst. We believe that the Taluk Boards would be eminently suitable to fulfil these ends above the village level.

31. It is true that the Taluk Boards once functioned in the State and were abolished in 1926. But this event cannot be taken as an argument against their revival for all time to come. Indeed the Local Self-Government Conference convened by Government in April 1923 for reviewing the position of the local bodies recommended the retention of the Taluk Boards in the State. But Government took a contrary view and in their Order No. 14542-71—L.B. 104-24-1, dated the 23rd December 1924 on the subject, they stated that, owing to the limited scope for work and the diminished finances of the local bodies, "it would be advantageous to abolish the Taluk Boards without in any way prejudicing the further progress of Local Self-Government in the State." It cannot however be doubted that life has undergone a considerable change ever since the time when that statement was recorded. There has been a widespread desire for bettering the living conditions at the present moment and consequently the scope for work and service has largely increased. Again the finances of the Taluk Boards were then confined mostly to half the income from the Local Cess levied within the respective Taluks. But now when the welfare of the people has become the end and aim of all administration, the local bodies should be helped to secure an adequate income from the existing as well as from additional sources of revenue. We are therefore of opinion that a most appropriate time has now come to reconsider the decision taken nearly thirty years ago.

32. In pursuance of the Village Panchayet Act, 1926 (No. II of 1926), more than 12,000 Village Panchayets

have been established all over the State and they have been functioning for the past 25 years and more. But, have the hopes and expectations entertained at the time when they were thought of, been fulfilled? To this, there could be only one answer in the negative. The causes for this state of affairs were examined in detail by the Venkatappa Committee and several shortcomings in the structure and working of the Village Panchayets were brought to light. In the opinion of that Committee the failure of the Village Panchayets to achieve good results was due firstly, to their having been left too much to themselves without being linked with any higher agencies and secondly, to a lack of sense of initiative and responsibility on the part of the members of the Panchayets themselves. One of the remedies then suggested to get over what were described as the unsatisfactory features of Village Administration was that the District Boards should be constituted through electorates consisting of the members of the Village Panchayets. This suggestion has, of course, been adopted in Act No. IV of 1952. But the question to consider now is whether this provision as it stands, would accomplish the objective in view. In the first place, it has to be noted that a mere structural link with the District Boards will not be sufficient to assure ourselves that their help and guidance would necessarily be forthcoming to the village units, unless collaboration in functions is established. Though one Act governs the Village Panchayets and the District Boards, there are no provisions which indicate functional links between them except in Section 92. Even in regard to this provision, we cannot be sure how it will work in actual practice. Secondly, our attention is drawn to the fact that the method of indirect election to the District Boards as provided in Act No. IV of 1952 is not fully democratic and it is even feared that the adoption of this method of election will lead to undesirable consequences in the present circumstances of village life. Lastly, we have to remember that the District Boards burdened with duties and functions of District importance cannot be expected to come into frequent contact with the villagers or to guide and co-ordinate the day-to-day activities of the Village Panchayets. Taking all these factors into consideration we are justified in proposing the setting up of intermediary bodies such as Taluk Boards between Village Panchayets on the one hand and the District Boards on the other.

33. We are aware of the fact that the Venkatappa Committee considered the question of constituting Taluk Boards, but came to the conclusion that there was no need for them. It would be useful at this stage to refer to the main objections put forward by that Committee against having Taluk Boards and examine them in the light of the facts and proposals at our disposal. These objections and our answers thereto are set forth below in serial order.

The first objection is that the Taluk Boards would command no independent resources of their own. This is a question, which is in a sense of secondary importance. If the necessity to have Taluk Boards is felt and conceded, it would be incumbent on us to find ways and means of providing them with independent sources of revenue.

The second objection is that it would be difficult to confer on them a set of duties strictly pertaining to the Taluk. The difficulties that are apprehended can be overcome if the principles on which the distribution of functions between different local bodies is to be made are defined and carefully applied.

The third objection is that the constituencies for the Taluk Boards would remain the same as those for the District Boards. This is not inevitable. It is entirely within our discretion to adopt whatever kind of constituency is most suitable for each body.

The fourth objection is that the previous history of the Taluk Boards had not been encouraging. This is a view based on conditions and factors that prevailed thirty years ago and does not pay due regard either to the developments since then or to the needs and demands of the present day, as has already been explained in paragraph No. 31.

The last objection is that the revival of the Taluk Boards had not been proposed anywhere. Whatever may have been the justification for the Venkatappa Committee to express this view, that does not at any rate, hold good now, in view of the action already taken or proposed to be taken to this effect in some of the States in India.

Thus the objections which perhaps loomed large in the eyes of the Venkatappa Committee and induced it to

take a decision against the setting up of Taluk Boards will, on proper analysis, lose much of their force. In fact, we have tried to formulate proposals which will not only get over the objections referred to, but also fulfil the requisite conditions given expression to by the Venkatappa Committee. These proposals are dealt with in Chapter VI.

34. Though the Venkatappa Committee did not favour the establishment of Taluk Boards, it recommended the constitution of non-statutory advisory bodies consisting of the Chairmen of all the Village Panchayats in each Taluk for the purpose of bringing about better understanding among themselves. As already explained in paragraph No. 26, non-statutory bodies would generally pale into insignificance in the midst of bodies with statutory authority and finally turn out to be mere nominal institutions serving no useful purpose. We are not in favour of creating such weak and ineffective bodies. On the other hand, the greatest need of the hour is for agencies which are active and capable of undertaking tasks and programmes intended to reform and reconstruct rural life. We believe that properly-constituted Taluk Boards could alone rise to the occasion and achieve the purposes we have been thinking of.

35. In this connection it would be profitable to consider the trends and arrangements that exist in Local-Self-Governing institutions in other parts of India. Even in those States where District Boards or Councils are continuing, the need for having smaller bodies at Taluk or Sub-Division level seems to have been largely recognised and provided for. The following instances will make the point clear.

In Bombay State provision has been made in Section 38 (a) of the Bombay Local Boards Act, 1923 (No. VI of 1923) to form Taluka Committees. These Committees consist of the members of the District Local Boards of the Taluka as *ex-officio* members and others nominated to them from among the residents of the respective areas and exercise functions and powers that may be assigned to them.

In West Bengal, the establishment of Local Boards in any sub-division or part of a Sub-Division or in two or more Sub-Divisions combined is provided for in Section 6 of the Local Self-Government Act, 1885 (No. III of 1885).

In Uttar Pradesh the constitution of Tehsil Committees is allowed under Section 62 of the District Boards Act, 1922 (No. X of 1922). These Committees exercise the powers and functions delegated to them, with the help of funds assigned for the purpose.

In Madhya Pradesh what are known as "Janapada Sabhas" have been established from 11th June 1948 for all the Tehsils under the Local Self-Government Act, 1948 (No. XXXVIII of 1948). These institutions have taken the place of the District Councils and Local Boards that existed there previously and are exercising large powers including supervision and control over the Grama Panchayets and Municipal and Notified Area Committees within their respective areas.

In Rajasthan the recently passed Rajasthan Panchayat Act, 1953 (No. XXI of 1953) provides for the creation of Tehsil Panchayats. They are to consist of members elected by the Panchayets in each Tehsil and to exercise general supervision over the affairs of the Panchayats within their respective local jurisdictions.

In Orissa State what is called the Anchal Sasan Bill has been introduced in its State Legislature and is pending still. This Bill seeks to replace the District Boards working there by small local bodies more or less at Tehsil level.

In Madras and Andhra States the idea of constituting Taluk Boards in preference to the District Boards is mooted, but so far not much progress seems to have been made to implement this idea.

The above leads us to the inevitable conclusion that the creation of smaller Local Bodies at Taluk level, as parts of District Boards or as separate entities, appears to be the prevailing arrangement in other parts of India.

36. As we have already decided to recommend the continuance of the District Boards, the question of having Taluk Boards in substitution for them as in Madhya Pradesh does not arise. But the question of creating Taluk Committees within the constitution of the District Boards themselves, as provided for in some States in India, remains to be considered. Though we have not had definite information as to the working of the Taluka or Tehsil Committees elsewhere, yet the idea of creating such units as part and parcel of the structure of the District Boards does not commend itself to us. In all likelihood they may



become mere creatures of the District Boards, with no initiative or discretion to do anything independently of their parent bodies. Instead of such subordinate bodies it would any day be better to have independent statutory Boards with separate powers and functions.

37. We would now advert to the Report of the Panchayat Sub-Committee of the Indian National Congress which is reported to have been approved by the Congress Working Committee at its recent meeting held on 24th July 1954 at Ajmer. We particularly invite attention to the following extract taken from that Report.

“It would be helpful to have some form of a supervisory body to regulate and co-ordinate the activities of the Panchayats, and these supervisory bodies may also have some executive functions. Such bodies may preferably be set up at the Sub-Divisional level, though their existence at the District level or other convenient levels is not ruled out. Such supervisory bodies should not be nominated, but should be indirectly elected by sarpanchas. Some technical experts may be associated with its work without the right to vote.”

It is important to note that the recommendation contained in this passage emphasises the need for supervisory bodies being formed to regulate and co-ordinate the activities of the Village Panchayats. With regard to the level or levels at which such bodies should be set up the main idea of the Report appears to be to leave it to the discretion of the State concerned, after paying due regard to the conditions and circumstances prevailing therein.

38. So far as Mysore is concerned, the District Boards are in existence during the past eighty years. In view of our long association with them and for other reasons as well, they have to be continued even hereafter. That these Boards could not afford to act as proper supervisory bodies over the Village Panchayats has already been made clear in paragraph No. 32. If so, what are the other levels that could be thought of as the most appropriate for the purpose in view? The Sub-Division level cannot be a suitable one, as it has no close or intimate relationship with the Village Panchayats as well as with the villagers. On the other hand, the Taluk level is associated with long-standing traditions and is coming into daily contact with the village life and

administration in diverse ways. It would therefore be most advantageous to have supervisory bodies at that level as conceived by the Panchayat Sub-Committee of the Congress.

39. It is a well known fact that under the Development Scheme of 1948 Taluk Development Committees were formed and the good work done by some of them has left a lasting impression on the minds of the village folk. There are demands coming from the public for the revival of these Committees in a statutory form and with definite functions. We feel that the wishes of the people could be properly fulfilled by setting up Taluk Boards in a statutory form.

40. From all that we have stated above, we think that a strong and irrefutable case has been made out for organising Taluk Boards in our State. By so doing, the wide gap that has been existing for long between the District Boards and the Village Panchayats could be completely bridged.

## CHAPTER VI.

### District Boards and Taluk Boards in the new Set-up.

41. Having come to the conclusion that the District Boards should continue and the Taluk Boards might also be constituted, the question arises as to how they should be organised and what powers, functions, and financial resources each of them should have. In considering these matters, the Committee has kept in view the principles stated below :—

- (i) Opportunities may be created to understand and satisfy the needs of the people at each level as far as possible.
- (ii) Care may be taken to establish co-ordination in structure and functions among all the units of Local Self-Government.
- (iii) The distribution of functions and powers might be so made as to cause the least friction between the various agencies and avoid duplication of work at all stages.
- (iv) The financial resources may be adjusted on a fair basis in order to provide some permanent sources of income at each level.

- (v) The cost of establishments may be kept at the minimum consistent with efficiency so as to release more funds for developmental activities.
- (vi) Questions of policy must be kept separate from those of an executive nature as far as possible.

42. In the light of the above objectives the Committee discussed the various aspects connected with the organisation and working of the proposed Taluk Boards and District Boards and arrived at conclusions that are explained in the paragraphs that follow :—

#### STRENGTH AND COMPOSITION.

##### (a) *Taluk Boards.*

43. Our Taluks and Districts appear to have been formed according to exigencies and not on any rational basis. Therefore they are bound to give rise to complicated problems in matters of organisation. However, till we are in a position to readjust them on some sound basis, the utmost that could be done is only to reduce inequalities in other ways as far as possible. Having regard to the varying populations of different Taluks in the State, we consider it equitable to fix the number of seats for the Taluk Boards as noted below :—

- |   |     |               |
|---|-----|---------------|
| (i) Taluks with a population up to 50,000                 | ... | 9 seats each  |
| (ii) Taluks with a population from 50,000 up to 75,000    | ... | 12 seats each |
| (iii) Taluks with a population from 75,000 up to 1,25,000 | ... | 15 seats each |
| (iv) Taluks with a population from 1,25,000 and above     | ... | 18 seats each |

44. The question of linking up the Village Panchayats with higher bodies was pointedly referred to by the Venkatappa Committee. It recommended the constitution of the District Boards entirely through electoral colleges consisting of the Chairmen and members of the Village Panchayats in each Taluk of the State. But this method has not been welcomed in all quarters. Those who are opposed to it say that the Village Panchayats are formed at present on the basis of informal elections and that election to the District Boards through such electorates would afford much scope for unhealthy influences being brought to bear on the voters.

We have however suggested a compromise formula whereby two-thirds of the number of seats in each Taluk Board would be thrown open for direct election on the basis of adult franchise and one-third reserved for representation of Village Panchayats and Town Municipal Councils in that Taluk. It is no doubt true that direct election even to this limited extent would involve some trouble and expense. But so long as we are wedded to democratic and representative institutions, there is no escape from it. Even so election on a Taluk-wide basis to fill a number of seats has to be preferred to that held for larger electoral areas with only a few seats to fill.

45. At this juncture we wish to explain as to why we have thought of bringing the Municipal Councils into contact with the Taluk Boards. In our view several Municipalities are largely rural in character and many a time, problems in which both the Municipalities and the Taluk Boards are interested arise for solution. In such circumstances it would be advantageous to both of them to understand each other's point of view. In the constitution of the old Taluk Boards, one place was reserved for the elected representative of the Municipal Board at the Taluk headquarters. The "Janapada-sabhas" now working in Madhya Pradesh have seats on them for the elected representatives of the Municipal, Notified and Cantonment areas within their respective jurisdictions. In keeping with this practice we suggest that out of the one-third number of seats reserved in each Taluk Board, one seat should be assigned to the Town Municipal Councils within its area.

46. The Scheduled Castes have been given special representation in the Lower Houses set up in the States and at the Centre. This special privilege has already been given effect to in Act No. IV of 1952. It would be proper for us to adopt the same principle in the organisation of our local bodies. Accordingly we recommend that the Scheduled Castes should have reserved seats on the Taluk Boards in the same proportion as their population bears to the total population of the Taluk.

47. It is recognised on all hands that the knowledge and experience of our permanent services should be utilised in the consideration of our problems and in the execution of our plans. In keeping with this view we opine that so far as the Taluk Boards are concerned,

Officers who are connected with the work of such Boards should be permitted to attend the meetings either with consent obtained beforehand or by invitation sent to them. These Officers will be entitled to take part in the discussion of all subjects with which they are concerned without having the right to vote upon them.

48. A statement showing the number and distribution of seats allotted to each Taluk Board in the State in accordance with the proposals made by the Committee is given in Appendix No. 3 of this Report. The question of delimiting the constituencies for the general as well as the reserved seats might be considered by the Government separately. Generally speaking, the convenience of electors and the proper representation of different areas might be kept in view in delimiting constituencies.

*(b) District Boards.*

49. So far as the District Boards are concerned the apprehensions entertained regarding the method of indirect elections to these bodies through Panchayat electorates has already been referred to. But it may be less open to objection if the members of the Taluk Boards elect members to the District Boards from among themselves. Further the holding of direct election on a District-wide basis may, as pointed out by the Venkatappa Committee, disturb the peace and tranquillity of the public life and put candidates and voters alike to needless strain without any corresponding advantages. Accordingly we propose that the District Boards be composed of members directly elected by and from among the members of the Taluk Boards within the District and that having regard to the population of each taluk the number of seats be fixed as follows :—

- |  |     |              |
|--|-----|--------------|
| (i) Taluks with a population up to 50,000                | ... | 1 seat       |
| (ii) Taluks with a population from 50,000 up to 1,00,000 | ... | 2 seats each |
| (iii) Taluks with a population from 1,00,000 and above   | ... | 3 seats      |

50. For the reasons already stated in respect of the Taluk Boards the Scheduled Castes will be entitled to reserved seats on the District Boards in the same proportion as their population bears to the total population of the District.

51. With reference to the attendance of the Heads of Departments and other District Officers at the meetings of the District Boards or their Committees the suggestion that we have already given on this point in connection with the Taluk Boards might be usefully followed.

52. In these democratic days nominations to any elective bodies are generally viewed with disfavour. But we think that the strict application of this principle without regard to the conditions and circumstances of each case, may not be very desirable, especially in a District body of the type we are contemplating. Even in the Constitution of India, provision has been made for nomination of members to the Upper Houses in special cases. It is therefore proposed to provide three additional seats on each District Board to represent women and other interests of a special character.

53. On the basis of the above proposals a statement showing the number and distribution of seats allotted to each District Board in the State has been worked out and given in Appendix 3A of this Report.

#### FUNCTIONS AND POWERS.

54. It has been the usual practice to separate what are called obligatory duties from those of a discretionary nature. Such a distinction has been not only artificial but also unworkable in actual practice. In fact, it has nowhere been possible to insist on all obligatory duties being discharged before discretionary duties are taken up. Further, civic life should be considered as one whole and developed on all fronts. By way of analogy we may mention that though the primary object of the National Five-Year Plan has been to develop the economic resources of the country, it has been pursuing programmes intended to effect social amelioration and welfare. We therefore propose that this two-fold division of duties for the local bodies be dispensed with.

55. In regard to the functions to be allotted to the Taluk Boards and the District Boards, the provisions that now exist in Act No. IV of 1952 and those found in the scheme of Rural Development of 1948 in this behalf have been looked into. Keeping these in view, we have endeavoured to assign the functions to the two sets of

local bodies on the principle that what pertains to the Taluk and could be satisfactorily done at that level be taken over by the Taluk Boards and what concerns more than one Taluk and could best be done at the District level be taken over by the District Boards. Accordingly the Committee has proposed the following distribution of functions :—

(a) *Taluk Boards.*

- (1) Provision of measures to secure public health, sanitation and convenience within the Taluk and control of Health Inspectors.
- (2) Promotion of vaccination and control of vaccinators and midwives.
- (3) Construction and repair of public wells, tanks and water works, which serve more than one Panchayat, supply of water from them and other sources and preservation of water for drinking and cooking purposes from pollution.
- (4) Construction, repair and maintenance of public roads between villages inclusive of culverts, causeways, etc., within its area.
- (5) Planting and preservation of trees on the sides of roads and other public grounds in its control.
- (6) Management of such public ferries as may be entrusted to it.
- (7) Control of fairs, festivals and shandies and provision of facilities to secure health, sanitation and convenience during the time they are held.
- (8) Establishment, management and maintenance of Musafirhanas and Rest Houses.
- (9) Amelioration of Scheduled Castes.
- (10) Conduct of rural Publicity and Propaganda.
- (11) Establishment of adult education centres.
- (12) Organisation of rural Libraries.
- (13) Publication of pamphlets and hand-books for the spread of knowledge.
- (14) Revival of folk dances and other branches of art and culture.

- (15) Opening of classes or refresher courses for the training of rural Leaders and village Workers.
- (16) Encouragement to the formation of village Guards, Scouts, Sevadals, etc., and to the organisation of sports and athletics.
- (17) Recommendations for the establishment of Primary, Middle and High Schools and supervision of educational institutions under conditions to be prescribed by Government.
- (18) Preparation of annual programme of rural development for the Taluk.
- (19) Distribution of assigned Land Revenue among the Village Panchayats in the form of assignments according to rules prescribed by Government.
- (20) Exercise of general control and supervision over the working of the Village Panchayats in the Taluk and Review of the progress of improvement of works taken up with the help of assignments.
- (21) Co-ordination of public works undertaken by the Village Panchayats.
- (22) Organisation of agricultural demonstration farms, model manure pits, etc., to encourage better ways of cultivation.
- (23) Holding of Agricultural and Industrial Conferences and Exhibitions.
- (24) Distribution of breeding bulls, cows, and sheep to improve cattle wealth.
- (25) Development of Co-operative Societies in the Taluk.
- (26) Control of hotels, flour mills, amusements, etc.
- (27) Initiation of measures for the mutual benefit and understanding of Village Panchayats and Town Municipalities.
- (28) Registration of Births and Deaths within the Taluk subject to such conditions as the Government may impose in this behalf.
- (29) Holding of Public Receptions, celebrations and entertainments subject to expenditure thereon being approved by one-half of the members of the Taluk Board.



- (30) Undertaking of any other measure not specified above when it is considered necessary to promote health, safety and convenience of the public or to develop the moral and material conditions of the people and to fulfil the allotted duties subject to the expenditure thereon being approved by one-half of the members of the Taluk Board and sanctioned by the District Board.

*(b) District Boards.*

- (1) Construction and maintenance of public roads and other means of communication which are not under the control of any Taluk Board or other local body or Government.
- (2) Establishment, maintenance and inspection of High Schools, Hospitals, Dispensaries (Allopathic, Ayurvedic and Unani) Veterinary Hospitals, Pravasimandiras, Guest Houses and other public institutions and the construction and repair of all buildings connected with these institutions.
- (3) Control of Epidemic Diseases.
- (4) Appointment and transfer of Health Inspectors, Vaccinators and Midwives.
- (5) Management of public Ferries and Fairs not included within the jurisdiction of the Taluk Boards.
- (6) Preparation of annual programme of development for the District and co-ordination of the Taluk development programmes.
- (7) Exercise of general control and supervision over the working of the Taluk Boards in the District and Review of the progress of Improvement Works carried out with its grants.
- (8) Co-ordination of Public Works undertaken by the Taluk Boards.
- (9) Amelioration of Scheduled Castes.
- (10) Organisation and maintenance of rural publicity and propaganda through Taluk Boards.

- (11) Propagation and spread of social education in the District.
- (12) Establishment and maintenance of Industrial, Commercial Trades or Occupational Institutes in the District and construction and maintenance of buildings connected therewith.
- (13) Holding of Conferences, Training Centres, Agricultural and Industrial Exhibitions for the benefit of the rural areas on District-wide basis.
- (14) Initiation of measures to improve the economic conditions of the people with special reference to agriculture, industries and commerce.
- (15) Encouragement to Home and Cottage Industries and the grant of loans for such purposes subject to rules that may be made by the Government in this behalf.
- (16) Undertaking of measures for the improvement of cattle wealth.
- (17) Development of co-operative movement.
- (18) Maintenance of buildings and other property vested in the Board by the Government.
- (19) Giving of guarantee with the sanction of Government for payment of such sums as it may think fit towards interest on capital expended on works which may directly improve the means of communication.
- (20) Provision of motor and other transport facilities for the carriage of the public or guaranteeing of the payment of such sums as the Board may think fit, towards interest on capital expended by the Government or any company for this purpose.
- (21) Organisation of local relief and relief works and maintenance of shops or stalls for the sale of necessary supplies in times of famine or scarcity.
- (22) Contribution towards any public fund raised for the relief of human suffering whether within or without the area subject to its authority.

- (23) Prevention of beggary and the relief of the poor and the disabled by establishing Work-houses and Asylums.
- (24) Undertaking of any other measure not specifically mentioned above to promote health, safety and convenience of the public, to develop material or moral conditions of the people or to fulfil the allotted duties, subject to expenditure thereon being approved by the votes of not less than one-half of the number of members of the District Board and sanctioned by Government.

56. We would like to explain some of the important features of the division of functions that has now been suggested. In the first place though these functions include some of the most important aspects of rural economy, they leave sufficient margin for the Village units to use their discretion and develop in their own way. The higher units at the Taluk and District levels would help and guide them towards reaching the accepted goal of rural development. Secondly, as between the Taluk Boards and the District Boards the distribution that has been made has endeavoured to avoid overlapping or friction in the exercise of their respective functions. On the other hand, the District Boards would suitably share the duties with which they are burdened, with the Taluk Boards, resulting in an efficient and proper discharge of all of them. Briefly stated, matters relating to health and sanitation, rural water supply, inter-village roads and other works within the areas of the Taluks concerned, would be the main concern of the Taluk Boards, while those pertaining to Inter-Taluk works and communications, medical relief for men and animals, secondary and social education, epidemic control and economic betterment within the limits of the District, would be attended to by the respective District Boards. Lastly, it has throughout been our idea that all the units, though having well-defined spheres of action for themselves, should, nevertheless work in a spirit of co-operation and goodwill towards one another. In this connection we may take a lesson from England where the most democratic institutions with high traditions hold the field and where Local Self-Government in rural areas is being successfully carried on through a system of

County Councils associated with three other types of smaller bodies, *viz.*, Rural District Councils, Urban District Councils and non-County Borough Councils, all sharing the functions and powers and working in co-ordination and harmony.

57. In the foregoing paragraphs, the functions which usually come within the express purview of the local bodies, have been described. But the vast scope that exists for making use of the services of the local bodies for other purposes can hardly be over-emphasised. There are a number of important duties which are set forth in legislative enactments or executive orders of Government and these can conveniently be entrusted to the local bodies. For instance, the administration of the Act to prevent Beggary in the State may well be vested in the local bodies as in England. Similarly, the services of these bodies can advantageously be used to implement the schemes of Community Projects and National Extension Service. The Development Commissioner in his evidence before the Committee expressed the view that the Taluk Boards might well be entrusted with the running of the National Extension Service Blocks either now or after the present Plan period is over. We therefore urge that, wherever the Government can suitably delegate such of their duties as are of local importance to the local bodies, they may do so subject to provisions to be made therefor.

58. Functions and powers go together. But we do not think it necessary to enumerate the various powers which the Taluk and the District Boards should exercise, as this usually depends upon the nature and variety of functions that are to be assigned to these bodies. In view of the allotment of functions that has been proposed above, it is hoped that powers appropriate for the discharge of duties by each body will be provided in the Bill to be prepared to implement the recommendations of this Committee.

#### FINANCE.

59. Finance is the life-blood of all institutions and the success of any institution mainly depends on the adequacy of its financial resources. But our local bodies have always been subject to severe strain for lack of adequate finances to discharge the duties and responsibilities imposed on them. While their sources of revenue

are limited and inelastic, the needs and purposes for which they are required to incur expenditure have steadily increased. In the year 1926, the District Boards lost their revenue from the Mohatarfa on account of its assignment to the Village Panchayets. As the financial condition of the District Boards became very unsatisfactory, a Committee was appointed in 1938 under the Chairmanship of *Rajasevasakia* S. Hiriannaiya, M.A., B.L., retired Revenue Commissioner in Mysore, to examine the finances of the District Boards and make suggestions for putting them in order. In recent years the introduction of prohibition in some Districts has also deprived the District Boards concerned of the income from the Excise Revenue. Latterly, the Venkatappa Committee considered the subject of local finance in some detail and suggested measures for improving the resources of both the Village Panchayets and the District Boards (*vide* pages 27-28 and 56-57 of that Committee's Report).

60. Under Sections 38 and 42 of Act No. IV of 1952, the sources of revenue made available to the Village Panchayets are :

- (1) Tax on houses, shops, etc. ;
- (2) Village Improvement Tax ranging from Rs. 6 to 10 per family commutable into labour ;
- (3) Tax on professions ;
- (4) Tax on shandies, fairs and festivals ; and
- (5) Assignment from out of the 12½ per cent of the net Land Revenue collected for the whole State.

Of these items, Nos. 1 and 5 are compulsory, while the others are only optional. As all these sources of revenue have not been tapped in full, it is not possible to determine the combined effect of all of them.

With reference to the District Boards, Sections 105 to 107 of the Act No. IV of 1952 provide income mainly from the following sources :—

- (1) Local cess compulsorily leviable within the jurisdiction of each District Board on all items of Land and Forest Revenues, at the rate of one anna in the rupee (increasable up

- to two annas at the option of any Board) excluding the cost of collecting it ;
- (2) One-seventeenth of the Excise Revenue collected within the District excluding the cost of collection ;
  - 3) compulsory assignment of  $6\frac{1}{4}$  per cent of the Land Revenue collected within the District, with additional assignment from out of the  $6\frac{1}{4}$  per cent of the Land Revenue collected for the whole State, excluding the cost of collection ;
  - (4) Income from Tolls and Ferries ;
  - (5) Collection from Mileage Cess ;
  - (6) Taxes on fairs and festivals ;
  - (7) Fees from Pravasimandiras ; and
  - (8) Assignment of a portion of the Vehicle Tax ; and Road Tax on lorries, buses and vehicles, Service tax and the revenue on Registration of immoveable properties within the local limits of the District Boards.

Excepting item No. 3, the rest are all sources which existed prior to the commencement of Act No. IV of 1952. So far as item No. 8 is concerned, the Revenues from the taxes referred to under it, have not yet been assigned by Government.

61. In view of our recommendation to have both Taluk Boards and District Boards, we have to consider what sources of revenue are now available and how they should be divided between them. Strictly speaking, proposals for further taxation do not come within the purview of our Committee and therefore, the utmost that we can do is to suggest adjustment of the existing sources suitably between the two classes of local bodies so that each might have some permanent sources to look upon. With this object in view the Committee proposes to apportion the present sources of revenue on the following lines :—

(a) Taluk Boards should have :—

- (i) the entire realisation from the local cess on Land and Forest Revenues collected both compulsorily and optionally within the Taluk ;

- (ii) the compulsory assignment of  $6\frac{1}{4}$  per cent of Land Revenue collected within the Taluk, in addition to the Assignment made from out of the Land Revenue at  $6\frac{1}{4}$  per cent collected for the whole State, excluding the cost of collection ;
  - (iii) collections from shandies, fairs and festivals and other items of a minor nature ; and
  - (iv) grants from Government under the Five-Year Plan and for other purposes such as well works, etc.
- (b) District Boards should have :—
- (i) the compulsory assignment of  $6\frac{1}{4}$  per cent of Land Revenue collected within the District, in addition to the assignment made from out of the  $6\frac{1}{4}$  per cent of the Land Revenue collected for the whole State, excluding the cost of collection ;
  - (ii) one-seventeenth portion of the Excise Revenue collected in the District,
  - (iii) Compensation from Government for loss of Toll Revenue ;
  - (iv) Income from Mileage Cess ;
  - (v) Assignment of a portion of revenues from the taxes referred to in Section 107 of Act No. IV of 1952, and
  - (vi) Special grants from Government under the Five-Year Plan and for other special schemes.

62. We tried to find out what exactly would be the financial position of the Taluk Boards and the District Boards, if our proposals for allotting the sources of revenue were adopted. But this was not practicable, owing to the difficulty of working out reliable figures for some of the items of income and expenditure. To make this point clear, we wish to refer to section 107 of Act No. IV of 1952 and say that the income expected from the sources mentioned therein could not be estimated even approximately. Again, out of the total Assignment of Land Revenue as provided for in Sections 38 and 106 of the Act,  $12\frac{1}{2}$  per cent of it has to be adjusted by Government among the several Taluk Boards and District Boards, taking the needs of each body into consideration.

Even with regard to expenditure, no proper estimates could be made till the proposals that we have made for reducing the establishments of the District Boards and for redistributing the executive staff among the various local units were carefully worked out on the administrative side.

63. Notwithstanding the handicaps referred to above, we are quite clear in our mind that the Taluk Boards and the District Boards would be capable of shouldering their present commitments without any risk whatsoever. The reason is that, while confining ourselves strictly to the existing sources of revenue, we have not proposed a single item which will lead to excess over the present level of expenditure. In fact, our recommendations are mainly intended to utilise the available revenues in a more effective and economical way in order to achieve better results.

64. It is necessary here to clear one or two misconceptions that may be felt in some quarters about the financial adjustments that have been proposed by us. Firstly, it may be asked as to how the  $12\frac{1}{2}$  per cent of the Land Revenue, earmarked for the benefit of the Village Panchayets could be diverted and assigned to the Taluk Boards. To this, our simple answer is that the Taluk Boards would only pool the income from this source and assign the same among the various Village Panchayets within the Taluk concerned, taking the needs and circumstances of each into consideration. This is exactly the principle which is being followed by Government at present. Further, in order that the assignments might be made for works and purposes in which the Village Panchayets are interested, we suggest that a set of rules be framed by Government for guidance. Thus it is obvious that our proposal is intended to help better distribution of the Land Revenue Assignment among the Village Panchayets and not to deprive them of it.

65. Secondly, it may be apprehended that the proposed transfer of local cess on Land and Forest Revenues to the Taluk Boards would weaken the financial position of the District Boards. But, in our view, there is no need for such a fear. As we have recommended the entrustment of some important duties to the Taluk Boards, there would surely be a reduction in their establishments and activities, resulting in the decrease of



their expenditure proportionately. Further, in place of the Local Cess, the District Boards will continue to have two most important sources of revenue among others *viz.*, (1) Land Revenue Assignment as provided for under, Section 106 of Act No. IV of 1952 and (2) Assignment of Revenues from the Taxes referred to in Section 107 of the same Act. As regards the second source, we strongly recommend that a specific proportion of the tax revenues to the extent of not less than fifty per cent in any case, be made statutorily available to the District Boards. If this suggestion is implemented we are sure that the District Boards would be able to carry on their allotted duties without any trouble whatsoever.

66. A question may be put as to whether it would be possible for the proposed Local Boards to remain contented for ever with their present resources. At a time when demands for beneficial expenditure are springing from all sides, the existing income may not be adequate to fulfil them. In such an event it would be the first and foremost duty of local bodies to devise ways and means of improving their income to meet the situations that arise. Many a time self-help is the best way of helping the causes that we stand for. We feel confident that all those who cherish public good and come to occupy places of public service will do their best to strengthen the local bodies.

67. In this connection, we wish to refer to the most important role the Government have to play in sustaining the local bodies. If the Local Self-Government is looked upon as part and parcel of Government, then the local bodies have a right to expect all possible help and co-operation from them. Therefore, till the local bodies get into full swing, we earnestly request Government to treat them as part of the Governmental machinery and help them with liberal grants in discharging their duties and implementing their schemes of rural welfare. We are hearing encouraging announcements from responsible Ministers of the Union Government indicating their desire to make necessary provision in the Second Five-Year Plan to help the local bodies. It is ardently hoped that it will not be long before these declarations become a reality. In this connection, we wish to suggest that a regular system of grants be instituted by the State and Central Governments in order to enable all the local bodies to take advantage

of them and carry out programmes of rural development with assured success. In our view, this system of grants should be a permanent source of revenue to the local bodies, as it is in England.

68. Though, as already stated we have not been specifically charged with the duty of pointing out any fresh sources of revenue, yet it may not be out of place to offer just one or two suggestions for the immediate consideration of Government. Firstly, the Local Cess is being levied at varying rates in different Districts of the State. As this is the chief source of revenue for the Taluk Boards, it would be helpful to allow them to levy compulsorily a uniform rate of two annas in the rupee, on Land and Forest Revenues. They could also be permitted to increase this rate up to three annas in the rupee if they so resolve and approach the Government for sanction. We understand that the compulsory rate of local cess is two annas in the rupee in the Madras State, two and a half annas in the rupee in Madhya Pradesh and three annas in the rupee in the Bombay State. As the prices of agricultural produce have greatly appreciated in value it is hoped that this will not be felt as a great burden by the land owners.

Secondly, the levy of Entertainment Tax is now confined to urban areas. There is no justification to exclude rural parts from this tax. We, therefore, recommend that steps be taken to recover this tax from the rural areas as well, for the benefit of the Taluk Boards.

#### ESTABLISHMENT.

69. It is ascertained that there are two clerks attached to each Taluk Office, attending to the clerical work of the Village Panchayets and Rural Development and one Sub-overseer, supervising the Panchayet works, the pay of all these officials being met from the General Revenues. As regards the District Boards a separate clerical and executive establishment, is maintained by each of them. The number of hands composing each establishment and the expenditure incurred therefor vary in the case of different Boards. After scrutinising the information obtained in this behalf, we think that the clerical staff of the District Boards could be reduced, specially in view of the proposed transfer of certain items of work to the Taluk Boards.

70. The question of providing the necessary staff for the Taluk Boards has now to be considered. Our suggestion is that the services of the two clerks referred to above be made available to the Taluk Boards to look after their office work, as under the scheme we are contemplating, the Taluk Boards would exercise supervision over the Village Panchayets within the Taluk. The pay of these officials should, however, continue to be borne by Government for a period of five years, the position being reviewed thereafter. Further, such of the officials as would be retrenched in the present offices of the District Boards may also be posted to the Taluk Board Offices wherever necessary. Regarding the executive staff for the Taluk Boards, we propose that the Health Inspectors (both Senior and Junior), Vaccinators and Midwives working under the District Boards should be suitably distributed among the several Taluk Boards concerned. Though this staff is expected to work under the immediate control of the Taluk Boards, it will also attend to duties which fall within the purview of the District Boards and carry out their directions in respect of them. So far as the question of the appointment and transfer of these officials as well as the disciplinary control over them is concerned, the rules now in force and hereafter to be framed will regulate these matters.

71. With reference to the staff required for the District Boards, we suggest that they should retain only such clerical staff as would be absolutely necessary to look after their reduced office work. As the District Boards will not have any executive staff of their own, their executive functions would continue to be performed by the executive staff of the Taluk Boards, as already suggested in the foregoing paragraph.

72. The above arrangements were discussed with the Director of Public Health who expressed the view that the idea of keeping the Health Inspectors, Vaccinators and Midwives under the executive control of the Taluk Boards would be an excellent step to promote the health and convenience in rural areas. He added that the propaganda and programmes relating to health could be usefully carried on under the technical supervision of the Health Department. The Committee agrees with this view.

73. This section of our Report is closely connected with the arrangements required for ensuring efficient work both in and outside the offices of the local bodies. Speaking generally, no work can be done satisfactorily unless some person of status and experience is placed in charge of definite functions and made responsible for their proper execution. This subject was considered by the Venkatappa Committee and they recommended the appointment of Secretaries for the Village Panchayets and Chief Executive Officers for the District Boards. So far as the District Boards are concerned, Executive Officers of the grade of Assistant Commissioners have already been appointed and are working there from 1st of April 1953. As regards the Village Panchayets, we are told that action is under way to appoint Secretaries for groups of 10 to 20 Village Panchayets. The question now to consider is as to who should be the Chief Executive Officers for the Taluk Boards. After bestowing careful thought on the subject, we think it inevitable that the Amildar of the Taluk be made the Chief Executive Officer and Secretary of the Taluk Board concerned, at least for a period of five years to come. The question of replacing the Amildars by separate and wholtime officers may perhaps be considered later on, when the work of the Taluk Boards has sufficiently expanded. The powers and functions of the Chief Executive Officers of the Taluk Boards should be on the lines of those vested in the Chief Executive Officers of the District Boards under the provisions of Act No. IV of 1952, but confined only to matters within the competence of the Taluk Boards.

74. With regard to the Chief Executive Officers of the District Boards, the Committee discussed whether, in view of the reduced duties and responsibilities devolving on the District Boards, it was worthwhile to continue them and cause needless strain on the finances of the District Boards. But as the advantages of retaining the services of officers of sufficient status are obvious, especially at a time when a new set-up of Local Self-Government is coming into existence, we recommend that they may be continued with the District Boards as Chief Executive Officers and Secretaries. We, however, request Government to bear at least 50 per cent of their salaries as a special case and entrust them with the work of inspecting Taluk Board Offices and developing Village Panchayets, in addition to their normal duties.

In this connection, we invite attention to the fact that the salaries of the Chief Executive Officers of the "Janapada Sabhas" are fully met by the Government in Madhya Pradesh. In the Bombay Local Boards Act, 1923, provision is made for the Government to bear 2/3 portion of the salaries of the Chief Officers of the District Boards.

#### POSITION AND RESPONSIBILITIES OF THE EXECUTIVE.

75. A few words appear to be necessary regarding the position of the Executive which includes the Presidents of the Taluk Boards and the District Boards. It is always better to keep the deliberative bodies and the executive authorities separate from each other, in the interest of smooth and orderly administration. In our view, the District and Taluk Boards should confine their attention mainly to deliberation and decision in respect of matters within their purview. On the other hand, the President who is the representative and mouthpiece of the Board concerned, should control the entire executive consisting of all official ranks and supervise their work and conduct, for and on behalf of that body. This general authority vested in the President would, however, be subject to such functions as may be exercisable by the Chief Executive Officers under the provisions of the law to be enacted for the purpose. We recommend that as between the President and other executive staff, there should be clear demarcation of authority defined by the provisions of law or rules.

76. An important question bearing on the present topic relates to the responsibility of the Executive to their respective Boards. So far as the President and the Vice-President are concerned it is an accepted principle of democracy that, whenever a resolution expressing want of confidence in any of them is passed by a prescribed majority of the members of the body concerned, he should vacate his office, either immediately or soon after. But with regard to the Chief Executive Officers, who are servants of Government, there is always some difficulty to be faced, in case the removal of any particular officer is necessitated for good reasons. In respect of this question the Government of Madhya Pradesh have accepted the recommendation of the Janapada Enquiry Committee of 1952 to make the Chief Executive Officer, who is of an extra Assistant Commissioner's grade, responsible to the "Janapada Sabha" concerned and to

remove him from his office by the vote of a two-third majority and amended the law accordingly. Though we do not feel inclined to recommend the adoption of a similar procedure in Mysore, yet we suggest the desirability of framing suitable rules or setting up healthy conventions to deal with unwanted Executive Officers.

#### CO-ORDINATION AND SUPERVISION.

77. It is universally accepted that local bodies are the forums for training people in the management of their local affairs and therefore they should be permitted to work and develop in a free and peaceful atmosphere. Any control from outside authorities should only take the form of co-ordinating and guiding their activities on proper lines and keeping them within the prescribed limits of law and procedure. If this healthy principle is kept in mind, the local bodies as well as the Governmental authorities can work with perfect co-operation and goodwill towards one another.

78. So far as the control over the Village Panchayets is concerned, our idea is that the Taluk Boards should exercise the same in two ways:

- (a) by according sanction to the Panchayet budgets, and
- (b) by supervising works and activities for which assignments have been made by them.

Similarly, the District Boards would control the Taluk Boards by sanctioning their budgets and supervising their works and activities for which they have given grants.

In this connection, we would wish to add that Government may exercise similar control over the District Boards in respect of their budgets, works and activities.

79. What we have suggested above is not to be understood as in any way subordinating one Local Self-governing unit to another. In fact, there should be no doubt on this point, since we have been emphasising all through that each unit will have its own powers and functions to exercise within well-defined limits and according to its own discretion. By exercising this minimum control, the District Boards and the Taluk Boards would only be functioning as supervisory bodies of the type recommended by the Panchayat Sub-Committee of the Congress, apart from attending to their

own duties. This is the only way by which it would be possible firstly, to mobilise the resources available at each level and utilise them to the best advantage, and secondly, to guide and co-ordinate the developmental activities in all parts of the State. It may be mentioned here that in Bombay State the budgets of the Village Panchayets are required to be approved by the District Boards under the Bombay Village Panchayet Act, 1933.

80. There are two other forms of control which are appropriately exercised by the Governmental agencies, *viz.*, Inspection and Audit. Our enquiries go to show that the several irregularities that have come to light would have been avoided or largely minimised, if action had been taken as and when called for. It needs no emphasis on our part that timely inspection and strict audit of accounts are the most essential means of preserving the purity and integrity in the administration of all public bodies.

81. Regarding the question of proper accounting and audit, Sri Mahomed Rahmathulla, M.A., LL.B., who was the Controller of State Accounts till recently, was examined by the Committee. He stated that after starting the State Accounts Department in 1951-52, the audit of the accounts of the District Boards was being brought up-to-date. In his opinion, the irregularities that are usually noticed in expenditure could be reduced to a large extent by appointing internal auditors in the offices of the Local Boards, in preference to the system of pre-audit. While agreeing with him, the Committee favours the view that such internal auditors should be under the control of the Commissioner for Local Self-Government to facilitate smoothness in the conduct of day-to-day work. The Committee however expects that the Commissioner for Local Self-Government will invariably refer all technical questions to the Controller of State Accounts for advice. The system of post-audit will continue as it now is.

#### HONORARIUM AND ALLOWANCES.

82. The question of the rates of Honoraria and Travelling Allowances to be given to the Presidents, Vice-Presidents and Members of the Local Boards was discussed by us and our conclusions on this subject are detailed in Appendix 5 of this Report.

### AMELIORATION OF THE SCHEDULED CASTES.

83. In the constitution of the Taluk and District Boards, special seats have been allotted for representation of the Scheduled Castes, who are also known as Depressed Classes in the State. One of the duties assigned to these bodies relates to the amelioration of these Castes. It is our firm belief that all programmes intended to afford relief to these Backward Classes could be successfully implemented with the active co-operation of the local bodies. We therefore hope and trust that, in addition to what the local bodies could allot from out of their own funds for this purpose, Government will be pleased to make liberal grants, in order to enable them to undertake intensive measures for the benefit of the Scheduled Castes.

### OTHER MATTERS.

84. We have so far dealt with some important aspects relating to the organisation of the Taluk Boards and the District Boards in the State. In respect of all other matters, such as qualification and disqualification of candidates, holding of elections, duration of membership, election of Presidents and Vice-Presidents, conduct of business, vesting of appropriate powers, financial safeguards, exercise of powers in emergent or special circumstances, administrative control, etc., we suggest that the provisions contained in Act No. IV of 1952 may be followed, subject to any suitable changes.

85. So far as Bellary District is concerned, the District Board and the Village Panchayets in that area are, as we have already stated before, governed by the provisions of the Madras District Board Act, 1920 (Act No. XIV of 1920) and the Madras Village Panchayets Act, 1950 (Act No. X of 1950), respectively. Though we have not gone into their constitution or working arrangements in detail, we believe that, when final action is taken by Government on the recommendations made in this Report, they will all be brought into line with those in other parts of the State.

86. In regard to the legislation to implement the scheme described in this Report, we are of opinion that it would be convenient to have two enactments, one dealing with the Village Panchayets and the other, with the Local Boards consisting of the District Boards and the Taluk Boards. At the present moment, the



Village Panchayets have been attracting attention all over India and even the Central Government have been actively thinking of putting them on a better footing and investing them with larger functions and responsibilities. It is also learnt that the Congress Working Committee has recently resolved upon taking steps to improve the position and prospects of Village Panchayets in India. So far as our own State is concerned, the organisation of Village Panchayets has already made a large advance during the past twenty-five years and more and they are in need of only sympathetic and helpful guidance to make further progress. However, it is better to keep the legislation for the Village Panchayets separate and distinct from that of the Local Boards, as has already been done in several other States in India.

## CHAPTER VII.

### Constitution of a Special Agency to carry out Public Works of Local Bodies.

87. As we are aware, the public works consisting of roads, bridges and culverts, buildings, water works, drainage schemes, etc., usually form a large part of the activities of the local bodies and involve a major part of their expenditure. But the arrangements existing at present to execute public works belonging to both the Village Panchayets and the District Boards leave much to be desired. We are told that the rural development works are being attended to by the Sub-Overseer appointed for each Taluk and the District Boards are having their own establishments for some of their works, apart from those entrusted to the State Public Works Department. Some District Boards have even entertained special Engineering staffs, but we understand that they are not in a position to employ their services all the year round, owing to the limited scope they have for undertaking large public works. Even the utilisation of the State Public Works Department to execute the works of local bodies is beset with difficulties, due to the large volume of Government works to be attended to by that Department, as also to the scattered nature of small works of the local bodies. In the result, we often find needless delay, irregular supervision and even waste in the execution of public works of local bodies.

88. If we desire to secure efficiency in work and supervision, it is very necessary to create an agency which can attend to the execution of public works of the local bodies to our satisfaction and with minimum cost. With this object in view, we propose that an Engineering establishment under the control of the Department of Local Self-Government should be created and entrusted with all works of the Village Panchayets, Taluk Boards, District Boards and even Municipalities. It is stated that such special agencies are established in Uttar Pradesh and Hyderabad State and are working well.

89. Regarding the staff required for implementing the scheme, we make the following tentative proposals :—

- (a) The entire State may be divided into four divisions, each being placed in charge of an Executive Engineer. Each division office may consist of—
  - (i) One Head Draughtsman,
  - (ii) Two Assistant Draughtsmen,
  - (iii) Two Clerks, and
  - (iv) Four peons.
- (b) Each District may have one sub-division office with an Assistant Engineer in charge of it. He may be assisted by—
  - (i) One Surveyor,
  - (ii) Two Clerks,
  - (iii) One Head Draughtsman,
  - (iv) One Assistant Draughtsman,
  - (v) One Tracer, and
  - (vi) Three peons.
- (c) In addition to the above, there may be one or two Sub-Overseers in each Taluk. It may be added that the Sub-Overseer working in each Taluk and the works staff employed in some of the District Boards may be transferred to the new Special Agency when formed and suitably distributed among the several areas in the interest of economy.

90. We are of opinion that this proposal will not involve the local bodies in any greater expenditure

than what they are now incurring towards the Establishment, Tools and Plant charges calculated at  $12\frac{1}{2}$  per cent of the estimated cost of the works and repairs. There may be even savings consequent on the distribution of the staff according to actual needs. The District Board of Tumkur has, in its Administration Report for 1951-52, stated that the overhead charges incurred for its special Engineering staff, works out to 7.7 per cent, as against 15 per cent, then paid to the Public Works Department of the State. Thus the scheme is acceptable even from the point of view of economy.

91. With reference to procedure to be followed at different stages of the preparation and execution of the Public Works programme and in respect of the supervisory and disciplinary control to be exercised by the several authorities, we are agreeable to the suggestions made by the Commissioner for Local Self-Government and a member of this Committee and referred to in Appendix No. 5 of this Report. We wish to observe that what we have sketched here is only a general outline of the scheme and its further details may be worked out after the same is approved.

92. When the Chief Engineer in Mysore was consulted about this scheme, he expressed the view that it is really better than the agencies which the District Boards and the Village Panchayets are now using to execute their public works, but added that the proposed staff might not be adequate and that higher technical supervision would also be lacking. The Committee thinks that the staff might be increased as and when necessity arises. In regard to the scrutiny of estimates by different authorities, the procedure now obtaining in the Public Works Department would be followed under the new scheme. So far as technical supervision above the level of the Executive Engineers is concerned, the Committee urges that the Superintending Engineers and the Chief Engineer of the State Department might continue to exercise the same over the works executed by the Special Agency under rules to be framed by Government in this behalf. We opine that since the works of the local bodies which entail large outlay and call for high technical skill would be limited in number, there will not be any appreciable addition to the normal work of such higher officers.

## CHAPTER VIII.

## Conclusion.

93. We have come now to the end of our labours. Having taken note of the spirit of the times and the demands of the people, we have endeavoured to suggest institutions and arrangements which will meet the needs of the present and fulfil the real objectives of Local Self-Government at the same time. It need hardly be said that no human institutions can ever be said to be perfect or final, and therefore, it is always safe and expedient to adopt such institutions as are considered practicable in a given set of circumstances and to work them for what they are worth. There would be no difficulty to change them in the event of altered circumstances.

94. It has to be borne in mind that whatever may be the outward structure or the inward arrangements of institutions, their ultimate success will largely depend on the personnel working them and on the spirit with which they are worked. A vigilant eye to public good and a healthy spirit of co-operation are the most essential requisites for deriving the maximum benefit from the working of public bodies. We have further to realise the added responsibility of having become the masters of our own destiny, after the attainment of Freedom under the inspired leadership of Mahatma Gandhi. Let us, therefore, go forward with a spirit of service and sacrifice and build up rural prosperity with the help of the institutions which have been proposed by us after careful consideration.

95. We also desire to stress that the local bodies cannot get on without the active help and guidance of the Government. While inaugurating the Local Self-Government Ministers' Conference on the 25th June 1954 at Simla, the Honourable Speaker of the Lok Sabha, Sri G. V. Mavlankar stated as follows :—

“The basic idea is that the entire Government of the country is distributed in three parts, for the convenience of the citizen, as also for the administration, as each of these three parts deals with a part of the entire life of the citizen. It has to be remembered that though the fields are different, each is an essential part of the whole body of the nation and as such an equal partner in Swaraj entitled to equal respect and dignity. None of

them can be said to have a superior or higher status. In a sense, the local governing bodies which deal with day-to-day life of the citizen are more important for achieving the welfare of the citizen, as they render more direct services and discharge responsibilities in regard to the day-to-day life of the people. It will, therefore, be necessary to treat and look upon these bodies as on a par with the State or Central Government bodies, so that all the three classes of bodies may work in perfect harmony and mutual goodwill for the service of the citizen."

In the light of these significant remarks we feel confident that the Government would recognise the great potentialities of the Local Self-Governing bodies and make use of them in every possible way with a view to reach the cherished goal of a Welfare State.

D. H. CHANDRASEKHARAIYA (*Chairman*).

N. C. NAGIAH REDDY.

B. C. NANJUNDAIAH.

\*J. MOHAMED IMAM.

A. R. BADRINARAYAN.

BORANNA GOWDA.

N. P. GOVINDA GOWDA.

LAKSHMIDEVI RAMANNA.

M. MADALAH.

ABDUL RAZAACK.

N. S. HIRANNAYYA.

BANGALORE,  
28th August 1954.

B. VENKATARAMIA (*Secretary*).



सत्यमेव जयते

## SUMMARY OF RECOMMENDATIONS.

### CHAPTER IV—*District Boards.*

The continuance of the District Boards with modified functions and powers is recommended for the following reasons :—

(1) They have made material contribution to the development of rural areas in the past.

(2) They possess a constitution which is democratic and effective.

(3) They are necessary not only to maintain the existing works and institutions serving more than one Taluk, but also to undertake new works and activities that involve heavy cost and benefit larger areas.

(4) They would be suitable agencies to prepare and execute development plans on a District basis, as contemplated by the Planning Commission.

(5) They correspond to the District Boards and District Councils that exist in several States in India at the present moment.

### CHAPTER V—*Taluk Boards.*

The creation of statutory Boards at the Taluk level is recommended for the following reasons :—

(1) They would afford scope to the people to receive training in local administration and to serve their fellow-men at the appropriate level.

(2) The changed conditions and circumstances of the present day call for the revival of the Taluk Boards that were abolished thirty years ago.

(3) The Village Panchayets could be linked in structure and functions with the Taluk Boards more satisfactorily than with the District Boards.

(4) They correspond to the Taluka Committees that are being provided for within the constitution of the District Boards in important States in India.

(5) They would act as suitable supervisory bodies over the Village Panchayets and also exercise separate executive functions, as recommended by the Village Panchayat Sub-Committee of the Indian National Congress.

(6) They would be able to give prompt attention to the needs and grievances of the people, as some of the Taluk Development Committees were doing not long ago.

(7) They could take over duties pertaining to the Taluk from the District Boards and discharge them more efficiently.

(8) They would bridge the gulf that has been existing for long between the District Boards on the one hand and Village Panchayets on the other.

## *CHAPTER VI—District Boards and Taluk Boards in the new Set-up.*

### STRENGTH AND COMPOSITION.

#### (a) *Taluk Boards.*

(1) Having regard to the varying populations of different Taluks in the State, the number of seats for the Taluk Boards are fixed as noted below :—

(i) Taluks with a population up to 50,000	...	9 seats each
(ii) Taluks with a population from 50,000 up to 75,000	...	12 seats each
(iii) Taluks with a population from 75,000 up to 1,25,000	...	15 seats each
(iv) Taluks with a population from 1,25,000 and above	...	18 seats each

(2) Out of the number of seats as determined under No. (1) above, seats will be reserved for the Scheduled Castes in the same proportion as their population bears to the total population of the Taluk.

(3) Two-thirds of the number of seats mentioned under No. (1) will be filled by direct election on the basis of adult franchise and one-third reserved for representation of the Village Panchayets and Town Municipal Councils within the Taluk concerned.

(4) Out of the reserved one-third number of seats, one will be filled by election by and from among the members of the Town Municipal Councils and the rest by election by and from among the members of the Village Panchayets in the Taluk.

(5) Officers connected with the work of the Taluk Boards will attend meetings either with consent obtained beforehand or by invitation sent to them.



(6) A statement showing the number and distribution of seats allotted to each Taluk Board in the State is given in Appendix 3 of this Report.

*(b) District Boards.*

(1) Having regard to the population of each Taluk, the number of seats each Taluk Board should have on the District Board is fixed as follows :—

- |  |         |
|--|---------|
| (i) Taluks with a population up to 50,000                | 1 seat  |
| (ii) Taluks with a population from 50,000 up to 1,00,000 | 2 seats |
| (iii) Taluks with a population from 1,00,000 and above   | 3 seats |

(2) Out of the total number of seats as determined under No. (1) above, seats will be reserved for the Scheduled Castes in the same proportion as their population bears to the total population of the District concerned.

(3) Each Taluk Board will fill the number of seats as allotted under No. (1) by election by and from among its members.

(4) Each District Board will have three additional seats to represent women and other special interests.

(5) The Heads of Departments and other District Officers will attend meetings either with consent obtained beforehand or by invitation sent to them.

(6) A statement showing the number and distribution of seats allotted to each District Board in the State is given in Appendix 3A of this Report.

#### FUNCTIONS AND POWERS.

(1) It is proposed to dispense with the usual classification of functions into obligatory and discretionary, as it is not only unworkable but is also opposed to the idea of civic development.

(2) Functions are distributed on the principle that what pertains to the Taluk and could best be done at that level, be taken over by the Taluk Boards and what concerns more than one Taluk and could best be done at the District level, be taken over by the District Boards.

(3) Applying the above principle, matters relating to health and sanitation, rural water supply, Assignment of land Revenue to Village Panchayets, Inter-Village

Roads and other works within the Taluk concerned, will come within the purview of the Taluk Boards, while those pertaining to Inter-Taluk Roads and Communications, Medical Relief for men and animals, Secondary and social Education, Epidemic Control and Economic betterment within the District, would be attended to by the District Boards.

(4) Care has been taken to allocate the functions between the District Boards and the Taluk Boards, so as to invest each body with separate and well-defined spheres of action, leaving at the same time, sufficient margin for the Village Panchyets to develop in their own way, in the interest of rural economy. It is however hoped that all the units would work in a spirit of co-operation and goodwill towards one another, on the analogy of the English Local Self-Governing Institutions.

(5) Government should make use of the services of the local bodies, wherever possible, by entrusting them with other duties, subject to provisions that might be prescribed in this behalf. For instance, administration of the Act for the Prevention of Beggary in the State and the management of the Extension Service Blocks could be handed over to the local bodies.

(6) Powers appropriate for the discharge of duties by each body should be provided for in enacting the law for the purpose.

#### FINANCE.

(1) The existing sources of revenue enumerated in Act No. IV of 1952 should be distributed between the Taluk Boards and the District Boards, so as to provide some permanent sources of revenue at each level.

(2) Taluk Boards should have, mainly the realisation from the local cess on Land and Forest Revenues collected within the Taluk, excluding the cost of collection, while the District Boards should chiefly have (i) Compulsory Assignment of  $6\frac{1}{4}$  per cent of Land Revenue collected within the District in addition to the Assignment made from out of the  $6\frac{1}{4}$  per cent of the Land Revenue collected for the whole State, excluding the cost of collection and (ii) Assignment of not less than 50 per cent of the revenues from the taxes referred to in Section 107 of Act No. IV of 1952.

(3) Though proper estimates of revenue and expenditure of the Local Boards could not be made in the light of the proposed assignment of the sources of revenue, yet there is no doubt about the financial capacity of the Boards to shoulder the allotted functions.

(4) When further demands for beneficial expenditure arise, it is the duty of the local bodies to devise ways and means of improving their income.

(5) The Union and State Governments should help the local bodies by instituting a system of grants in connection with all programmes of rural development.

(6) With a view to augment the income of the Taluk Boards immediately, it is necessary (i) to raise the rate of Local Cess on Land and Forest Revenues to two annas in the rupee in all Districts compulsorily and also to permit the Taluk Boards to increase the rate up to three annas in the rupee at their option and (ii) to take steps to levy Entertainment Tax in rural areas.

#### ESTABLISHMENT.

##### (a) *Taluk Boards.*

(1) The two clerks attached to each Taluk Office to look after the work of the Village Panchayets and Rural Development at present, should be transferred to the office of the Taluk Board concerned to attend to its clerical work, their pay being met from the General Revenues as is done now, for a period of five years in the first instance.

(2) The Health Inspectors, Vaccinators and Midwives working under the District Boards should be suitably distributed among the several Taluks in order that they might attend to the executive duties of the Taluk Boards under their immediate control.

(3) The Amildar of the Taluk should be the Secretary and the Chief Executive Officer of the Taluk Board concerned, for a period of five years in the first instance and invested with necessary powers and functions in respect of matters within the competence of the Taluk Boards.

##### (b) *District Boards.*

(1) The District Boards should retain only such clerical staff as would be absolutely necessary to look after their reduced office work, the others being transferred to the Taluk Boards wherever necessary.

(2) The District Boards should carry on their executive functions with the help of the executive staff of the Taluk Boards in accordance with prescribed rules.

(3) The Assistant Commissioners now working with the District Boards should continue, their salaries being met to the extent of 50 per cent by Government as a special case. These officers may be entrusted with the work of inspecting Taluk Board Offices and developing Village Panchayets, in addition to their normal duties as Secretaries and Executive Officers of the District Boards.

#### POSITION AND RESPONSIBILITIES OF THE EXECUTIVE.

(1) The District Boards and the Taluk Boards should confine their attention entirely to deliberation and decision in respect of matters within their purview.

(2) The President as the representative and mouth-piece of the Local Board concerned, should be the head and controlling authority of the executive, subject to such statutory powers as may be exercisable by the Chief Executive Officer.

(3) Presidents and Vice-Presidents of the Local Boards should vacate their offices whenever a resolution expressing want of confidence in any person is passed by a prescribed majority of the members. But the removal of unwanted Executive Officers should be provided for by framing suitable rules or by setting up healthy conventions.

#### CO-ORDINATION AND SUPERVISION.

(1) Control is provided for with a view to enable one local body to help and guide the activities of another local body. This would be confined to (a) according sanction to budgets and (b) exercising supervision over works and activities for which assignments or grants have been made.

(2) Taluk Boards would exercise control over the Village Panchayets, the District Boards over the Taluk Boards and Government over the District Boards in the two ways referred to under (1) above.

(3) Timely inspection and strict audit of accounts should be undertaken to preserve the purity and integrity in the administration of all Local Boards.

(4) In order to prevent irregularities in expenditure, the Local Boards should have internal auditors under the control of the Commissioner for Local Self-Government.

#### HONORARIA AND ALLOWANCES.

The rates of honoraria and travelling allowances payable to the Presidents, Vice-Presidents and Members of Local Boards are detailed in Appendix 4 of this Report.

#### AMELIORATION OF THE SCHEDULED CASTES.

In addition to what the Local Boards could allot from out of their own funds for the purpose of amelioration of the Scheduled Castes, Government are requested to make liberal grants for the purpose.

#### OTHER MATTERS.

(1) In respect of other organisational matters, such as qualification and disqualification of candidates, holding of elections, duration of membership, election of Presidents and Vice-Presidents, conduct of business, vesting of appropriate powers, financial safeguards, exercise of powers in emergent or special circumstances, administrative control, etc., the provisions contained in Act No. IV of 1952 may be followed, subject to suitable changes.

(2) The District Board and the Village Panchayets working in Bellary District should be brought into line with similar bodies existing in other parts of the State.

(3) There should be two enactments, one dealing with the Village Panchayets and the other, with the Local Boards consisting of the District Boards and the Taluk Boards, as has already been done in several other States in India.

#### *CHAPTER VII—Constitution of a Special Agency to carry out Public Works of Local Bodies.*

(1) In order to secure efficiency in work and supervision, it is very necessary to create a special agency to execute the Public Works of all local bodies, viz., Village Panchayets, Taluk Boards, District Boards and

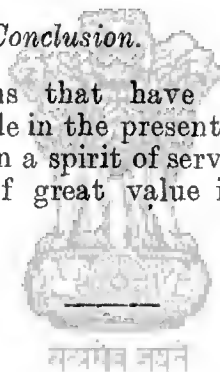
even Municipalities. This agency will consist of four divisions and nine sub-divisions for the whole State, each division being placed in charge of an Executive Engineer and each sub-division in charge of an Assistant Engineer with necessary subordinate staff.

(2) The expenditure to be incurred for this special agency will not exceed  $12\frac{1}{2}$  per cent of the estimated cost of works and repairs now paid towards the Establishment, Tools and Plant charges of the Public Works Department.

(3) The procedure to be followed in the preparation and execution of Public Works of the local bodies and the disciplinary control to be exercised by the local bodies over the staff of the special agency are suggested in Appendix 5 of the Report.

#### *CHAPTER VIII—Conclusion.*

The institutions that have been suggested are considered practicable in the present set of circumstances. If they are worked in a spirit of service and co-operation, they could prove of great value in building up rural prosperity.



## NOTE BY SRI J. MOHAMED IMAM.

Much controversy has been going on in the field of Local Self-Government since 1949 and there is a set back in their activity. I am anxious that the future set-up of the local bodies must be examined from all aspects so that these controversies may be put an end to and evolve a system of Local Self-Government, which will function effectively for the good of the rural population.

The idea of constituting Taluk Boards in addition to District Boards and the Village Panchayets and as intermediary between them, does not appeal to me as by so doing we will be weakening the position of the District Boards and Village Panchayets and at the same time interposing another local body, with inadequate resources involving high cost on establishment, etc.

The Venkatappa's Committee went in detail into the working of the District Boards and the Village Panchayets and submitted a report, which was accepted both by the executive and the legislatures and translated into the Act IV of 1952, the main recommendations being the continuation of the District Boards and the Village Panchayets with increased powers and revenue and advocated the system of indirect election to the District Board from the members of the Village Panchayets. But before the Act could be implemented, doubts were expressed in certain quarters as to the desirability of having indirect system of election, while another section maintained that indirect election was quite necessary with a view to establish co-ordination between these two bodies. This controversy remained unsolved for nearly two years, when a third proposal emanated that the District Boards should be abolished and the Taluk Boards should be set up as an alternative. As the opinion was again divided, the Government appointed the present Committee to examine the desirability or otherwise of abolishing the District Boards and set up Taluk Boards in their places to function in each Taluk. This Committee after a careful consideration have decided that Taluk Boards may be formed along with the District Boards and Village Panchayets, though this was not included in the original terms of reference. But subsequently the Government on a reference from

the Chairman agreed that this aspect also may be examined.

Thus proposal after proposal was conceived and proved abortive but adding to the confusion and controversy. Finally a stage was reached when the administration of the District Board had to be handed over to the Deputy Commissioner.

I am anxious that this should not repeat again and this is also the reason why I am placing the other aspect of this question to arrive at an acceptable solution.

The past history of the Taluk Boards, their limited and inadequate finances, the over-lapping of functions, high cost of establishment, loss of initiative from the Panchayets, are some of the factors which go against the revival of the Taluk Boards, as contemplated in the present report.

The Venkatappa's Committee examined this aspect carefully and discountenanced the revival of the Taluk Board and have given cogent and valid reasons, which cannot be brushed aside. We practically go back to the conditions that prevailed prior to 1926 and this Committee have come to the conclusion that the previous history of Taluk Boards both in and outside the State of Mysore has not been encouraging.

A reference to the speeches made by some honourable and talented members of the Legislative Council during the September Session of 1925 at the time of the consideration of the Village Panchayet Bill of 1926, will throw light on the working of the then Taluk Boards, their finances and the reason for their abolition.

Sri K. Chandy who sponsored the bill has stated "The present Bill is an experiment intended to enable the village population to rise to a higher level of civic consciousness by their own efforts." He has also referred to a passage in Seal's Committee Report as follows:—"Our Local Bodies are the paralytic lower limbs of the administration. There can be no constitutional reforms in Mysore without the reform of the ryot at the plough. Let it be brought into the consciousness of all politicians that unless the people can be shown to be managing the Village Panchayet and Council, there can be no question of real or realised popular Government in spite of a



hundred conferences and mass meetings. Our first concern is to make Village Government real”

Sri S. Hirannah, the then Revenue Commissioner (Deputy Commissioner) in course of his speech has stated “I find rather hard to understand why they should bestow so much affection to the Taluk Boards, which possess little resources and less power for effective work. Many of these bodies are working on a minus balance and their power of initiative is limited. Even if they had financial resources, I would advocate their abolition on a different ground. I feel, Sir, that if the problem of rural reconstruction is to be satisfactorily solved, the interest, the sympathy, the enthusiasm and the civic consciousness of the village people should be roused and we can make this if we make the Panchayets alive by investing them with widest possible powers of initiative and enterprise. The Taluk Boards’ functions should be apportioned between the Village Panchayets and the District Boards. I also object on principle to the subordination of Panchayets to the Taluk Boards or the District Boards. We want the widest democratic constitution and the completest autonomy of the Panchayet and this can be achieved by making our local bodies federal and not gradational in their character. We do not want to reproduce an unofficial and unpaid hierarchy of supervising bodies in the existing bureaucratic model”

Sri D. H. Chandrasekharaiya (our present Chairman) has stated “As has been said by Mir Hamza Hussain in addressing the second Local Self-Government Conference in 1923, neither the Taluk Boards nor its executive have done any substantial work towards revivifying the village communal organisation, and this is very natural in view of the fact that Taluk Boards with their limited resources have not been able to contribute anything towards the improvement of Village Panchayets. The Taluk Boards are exercising a nominal control and they are unable to stand on their own legs and they have not done anything in the field of economic development. If the Village Panchayets are entrusted with responsible work, which they can attend to with their own resources, much of the apathy towards Village Panchayets will disappear. There can be no doubt that this is a great advance upon the system of old. We want larger powers to be given to the Legislative Council and the Representative Assembly.

Is it not our bounden duty to see that people, the mass in the country come to exercise similar powers and privileges in their own humble manner? The Taluk Boards and the Village Panchayets are described as lower limbs of administration and if the administration is to be sound all through, all the lower limbs should function properly without impeding the growth of higher limbs. The first and foremost thing that strikes us, is the relationship that should exist with other Local Boards and in this connection the question of abolition or retention of the Taluk Boards is of great importance. It is true that the Local Self-Government Conference recommended the retention of these Boards. But the Conference has not foreseen how they should be retained without independent powers being given to Village Panchayets and District Boards. The Government have given cogent reasons for their abolition.

Our friends who have opposed abolition have not stated any method by which the difficulties referred to can be surmounted knowing full well that they are "The paralytic lower limbs of the administration". However, there can be no doubt that more life and energy are needed to be instilled into the rural population and this would necessitate abolition of Taluk Board "

Janab Mohamed Abbas Khan at the same sitting has stated.—

"Coming now, Sir, to the Taluk Boards, I can only say that glory of the Taluk Boards is hollow. I call it unsatisfactory. They are not able to balance their own budget and also a drag on the District Boards and the District Boards are required to finance them from time to time. What is their income? They get 50 per cent of the local cess and some income from some minor heads in the Taluk jurisdiction. But what is the result? Most of this income goes towards travelling expenses. Very little is left for useful work. A major portion of money which is allotted to them in the shape of the moiety of cess and the contribution of the District Boards goes towards travelling allowances. I may quote an instance—that in a certain place travelling allowance amounting to Rs. 1,052 was paid during that year to one Vice-President in a taluk in Shimoga. There are several such instances. Very little is left for any useful work. Under the present

Bill the Village Panchayets are going to look after all essential items of work in their jurisdiction such as sanitation, communication, etc. There is no work which could be allotted or which can be reserved for Taluk Boards. Therefore my honest opinion is that Taluk Boards must go. They are more an impediment towards the progress of the Village Panchayets, than any help to them."

Though the above speeches were made twenty-eight years ago, they are characterised by great wisdom, thought and far-sightedness and echo the feelings and sentiments that now prevail, namely, to make the villages autonomous and create interest, enthusiasm and civic consciousness of the village people. They also reflect what the financial position of the Taluk Boards will be, if they are constituted as recommended by the Committee. The present policy is to confer on the Village Panchayets increased powers. Article 40 of the Indian Constitution lays down, "The State shall take steps to organise Village Panchayets and endow them such powers and authority as may be necessary to enable them to function as Units of Self-Government".

The Congress sub-committee has also recommended wider powers both judicial and administrative including power of collection of land revenue. It is also significant that they have recommended a committee on district level on the basis of indirect election.

The present Committee has recommended to invest Taluk Boards with general control and supervision over the working of the Village Panchayets and power to approve the Village Panchayet budget. This leads to the subordination of Panchayets to the Taluk Boards as before and not to co-ordination as envisaged in the Report of Sri Venkatappa's Committee.

The revenue proposed to be transferred to the Taluk Boards are (i) Local cess collected in that Taluk; (ii) assignment of land revenue at  $6\frac{1}{4}$  per cent collected in that taluk; (iii) income from shandies and ferries in that taluk. The first and third items at present formed part of the District Board revenue and if these items of revenue are handed over to the Taluk Boards, the financial position of the District Boards will be weakened to that extent. As it is, most of the District Boards are working on a "minus balance". The second item of

revenue, *i.e.*, the assignment of land revenue is earmarked for the Panchayets and to divert this to the Taluk Boards will not be in the interest of the Village Panchayets.

It is worthwhile to examine what the income of each Taluk Board will be with these incomes and I take Chitaldrug District as an example.

<i>Name of Taluk</i>	<i>Income from local cess</i>	<i>Land Revenue assignment at 6½ per cent</i>	<i>Income from shandies</i>
Chitaldrug	7,751	11,000	1,000
Hiriyur	6,065	9,500	800
Harihar	2,414	7,300	1,000
Davangere	5,846	9,500	1,000
Holalkere	6,639	8,500	2,500
Challakere	8,720	11,200	500
Jagalur	3,927	5,500	1,000
Hosadurga	6,680	8,000	1,000
Molakalmuru	3,669	4,500	1,000

Total revenue of each Taluk, mentioned above will be as follows :—

<i>Name of Taluk</i>	<i>Total Income</i>
Chitaldrug	19,751
Hiriyur	16,365
Harihar	10,714
Davangere	15,846
Holalkere	17,639
Challakere	20,000
Jagalur	10,427
Hosadurga	15,680
Molakalmuru	9,169

From the above statements it will be seen that the income of each Taluk Board is hardly appreciable. It is suggested that their revenue should be augmented from grants by the Government. But this cannot be taken as an assured revenue. It may also be pointed out that a number of Taluks in Malnad will have much smaller revenue.

As against this income the cost of establishment of each Taluk Board will be not less than Rs. 7,000 per annum, and the finances of the Taluk Board cannot afford to meet this high cost of establishment. Whether the Government meets the cost of the establishment or the Taluk Board, the cumulative effect of establishing the Taluk Boards will be, that the State by itself or through the local bodies has to incur an additional

expenditure of more than Rs. 6,00,000 per annum in these days of deficit budget.

It has been recommended that the election to the Taluk Board for two-thirds of its seats should be direct on the basis of adult franchise. Our experience has been that general elections are always costly and the Taluk Boards will have to bear this cost of election. Elections will have their own repurcursion on public life in a small area. Our experience in Municipalities is not quite happy. Party factions and bitter feelings generally develop and members will be busy more with their own factions rather than devote themselves to their legitimate work.

By accepting the proposal of the Committee we will be treating three Local Bodies to function in the same area with insufficient resources. We will be further weakening the position of the District Boards and making Village Panchayets subordinate. This was exactly the position that prevailed prior to 1926. Let us not adopt a system which was once tried and given up, otherwise History will repeat itself.

So, what is the solution? And what is the alternative? I personally feel that the proposals embodied in the Report of Sri Venkatappa's Committee deserve a fair trial; and they still appeal to me as being the best under the existing circumstances.

It is said that the gap between the District Boards and Village Panchayets is too wide. It is to bridge this gap that the Venkatappa's Committee proposed election of members from the Village Panchayets to the District Boards, so that there may be harmony and co-operation between the two bodies.

As the next alternative to Sri Venkatappa Committee's recommendations I have considered the desirability of abolishing District Boards and putting up Taluk Boards in their places. The advantages of this over the present proposals are :—

- (i) The Revenue of each Taluk is to the extent of Rs. 70,000 to Rs. 80,000 ;
- (ii) The cost of establishment of District Boards will be saved ;
- (iii) The functions of the Taluk Boards and the Village Panchayets can be defined separately to avoid overlapping ;

- (iv) The autonomous character of Village Panchayets can be maintained and close co-operation can be established.

The question will arise if the District Boards are abolished whether it is possible to assign to the Taluk Board the responsibility of the maintenance of District Board High Schools, Inter-Taluk Roads and Medical institutions. Regarding the District Board High Schools, I suggest that the Taluk Boards may be asked to bear certain fixed quota and the management may be vested in the Government. Regarding the Inter-Taluk communication, the Government have already taken over important roads for maintenance, and the Taluk Boards will have to maintain roads of local importance. So far as medical institutions are concerned the present practice is to pay a contribution and with the co-operation of the Village Panchayet they can, not only pay these contributions, but also develop the amenity further. This system will work if the Government will take over the responsibility of maintenance and further development of roads, bridges, medical institutions and High Schools.

It is the opinion of some that the working of the Village Panchayets has not been satisfactory so far and a small section even suggest that all the resources of the Village Panchayet should be pooled together and administered by one Agency. But the present policy is to invest the Village Panchayet with greater powers so as to make them "Panchayet Raj". An officer of the status of an Amildar may be appointed to guide them, implement their resolutions and give them necessary technical advice.

I have given this note in some detail as an explanatory one and not in a dissenting spirit as I am anxious that the future set-up of the Local Bodies must be evolved after a careful consideration, so that we may be able to establish Local Bodies which will work effectively.

J. MOHAMED IMAM.

## APPENDICES

## APPENDIX I.

Opening remarks made by Sri D. H. Chandrasekharaiya, Chairman of the Local Boards Enquiry Committee, on the occasion of the first meeting of the Committee held on 24th December 1953, in the Legislative Council Hall.

FRIENDS,

I have great pleasure in according you all a cordial welcome to this, the first meeting of the Committee constituted by Government to examine the question whether the existing District Boards should be retained in their present form or replaced by the Taluk Boards and other connected matters. As Coairman of this Committee, I consider it a great privilege to work with such leading lights as you are and do my bit of service for this cause which has a vital bearing on the building up of rural Mysore. Having moved intimately with you for a long time (except with the member from Bellary) and enjoyed your friendship and goodwill all along, I have every hope that you will give me your fullest co-operation to guide the deliberations of this Committee.

The Committee constituted at present has several notable features to its credit. Firstly, its character as a body representing all interests, parties and areas in the State, goes without question. Secondly, it contains members who are splendidly equipped to perform the tasks entrusted to them. Some of you are connected with the present or past Local Boards in some capacity or other. Besides you are all closely in touch with the wishes and activities of the people in different ways. Therefore, commanding as you do a rich and varied experience of the working of the Local Bodies and qualified as you are to represent true public opinion in the sphere of Local Self-Government, I feel sure that we shall be able to investigate the questions referred to us in a thorough and dispassionate manner and come to conclusions which would be fair, feasible and capable of fulfilling the objectives which the Government have in view.

Coming to the terms of reference, a general discussion of which is proposed to be had today, I may say that the subjects indicated therein are not new to the public. On several occasions in the past, they have been discussed threadbare on the floor of the Legislature and considered by the Government in their orders issued from time to time. As far as Government are concerned, it may generally be observed that they have evinced considerable interest during the past 80 years or more in revitalising rural society and in improving its social and economic conditions. Their successive attempts in this behalf have left a few significant landmarks to which I may briefly refer at this stage.

The earliest step taken by the Government may be traced to a period of eighty years ago when what were known as *Local Fund Committees* under the presidency of the Deputy Commissioner of each District were established to look after the health, comfort and convenience of the inhabitants of the Districts. These were mostly official Bodies.

About 30 years later the *Mysore Local Boards Act of 1902* was passed in pursuance of which three classes of Local Bodies viz., (1) the Union Panchayets, (2) Taluk Boards and (3) District Boards came into being. One elected representative of each Taluk Board found a place on the District Board concerned.

This Act of 1902 was replaced sixteen years later by the *Mysore Local Boards and Village Panchayets Act of 1918*. This provided for the increase of non-official element on the Taluk and District Boards and for election of non-official Vice-Presidents for them. The Union Panchayets also gave place to Panchayets which were mainly charged with the execution of the scheme of village improvement then in force along with other non-panchayet Village Committees. It is said that there were 833 panchayets and 8,334 village committees functioning under the scheme.

The next stage is marked by the introduction of the *Mysore Village Panchayet Act and the Mysore District Boards Act*, both passed in 1926. As a result of these two enactments, the Taluk Boards came to an end after 24 years of existence and the two categories of Local Bodies, viz., Village Panchayets and District Boards commenced working quite independently of each other. The total number of Village Panchayets numbered 12,441, while the District Boards numbered 9 corresponding to the number of Districts. Among the several shortcomings of these two kinds of Local Bodies I may mention just two on this occasion viz., (1) They suffered from want of adequate finance to do even their statutory duties and (2) They lacked in organic relationship between themselves to prevent duplication of work and waste of effort.

As the need for taking speedier and more effective steps to improve the living conditions of the rural areas began to be more keenly felt by the Government, they formulated new schemes of development and introduced them by means of Executive Orders. Of these, the first was the *Scheme of Concentrated Propaganda commenced in 1936*. Under this two or three villages in each Taluk were selected and subjected to intensive improvements so as to serve as models for other villages. The second one was known as the *Hobli Drive Scheme* devised in 1942. It proposed to select one Hobli in each District every year and improve the conditions of villages within that area with the help of trained rural workers named as Grama-sudharakas, the idea being to cover the entire State in the course of about five years. This was replaced by a third one in 1948 under the name of *Rural Development Scheme worked by Development Committees* for each Taluk and District and by the Central Development Committee in direct charge of the Minister of Government.

These schemes were almost a super-imposition on the statutory Local Bodies. Though they were expected to work jointly or in consultation with other Local Bodies, yet friction and overlapping of work continued to be a feature of their mutual relations and programmes of work. The Local Bodies themselves seemed to be beset with severe handicaps in their actual working. It was in this context that the Government appointed a Committee in September 1949 under the Chairmanship of Sri Venkatappa, the then Speaker of the Legislative Assembly. It may be mentioned that that Committee has in its Report, dealt with the very subjects of



our enquiry and put forward proposals, which may be said to be almost unanimous in nature.

You may be aware that the proposals of the Venkatappa Committee were accepted by the Government and passed as the *Mysore Village Panchayets and District Boards Act No. 1952, (Act No. IV of 1952)* which is the law in force from 14th February 1952. Though under this Act the Village Panchayets and District Boards are brought into some sort of organic unity between themselves and invested with considerable measure of autonomy and financial strength, yet I understand that all the provisions of it have not been given effect to till now. It appears that some controversy first arose over the grouping of villages as contemplated in the Act and also over the method of election to the District Boards. Latterly, the question of replacing the District Boards by the Taluk Boards seems to have created further division of opinion among the public. The result has unfortunately been that the Village Panchayets formed in 1949 and the District Boards constituted in 1947 are allowed to continue without any change till today. Our Committee has now been called upon to resolve this deadlock.

From the facts detailed in the Government Order constituting the Committee, I am led to think that the Government have not committed themselves to any particular view in respect of the questions under reference, but are only anxious to set all controversies at rest by a thorough and dispassionate examination of the same on merits by this Committee. As far as other States in India are concerned, there does not appear to be any large scale changes introduced or contemplated in the pattern of Local Self-Government. We have come to know that in Madhya Pradesh, what are known as "Janapada Sabhas" each covering a population of two to three lakhs and an area of 1,500 to 2,000 square miles, are said to be working. But there is no information as to their organisation or results of their working. In Madras State, a move seems to have been set on foot to introduce Taluk Boards in place of District Boards. That has not yet taken any definite shape. In respect of this subject, the Planning Commission has also made some observations on pp 40-41 of their summarised Plan. They have suggested that the programmes of local development should be carried out in close co-operation with the Local Self-Governing institutions and indicated the lines of such joint work. Let us take note of these suggestions and see how far we can make use of them.

You know that we are living in a world when changes are taking place very rapidly in every sphere of human life. All our experiences of men and matters are put to severe tests and demands. Particularly in India, we are called upon at every moment to quicken the pace of our moral and material progress by making wisest use of all opportunities and resources afforded to us and by adopting institutions best suited to carry out national policies and programmes of development most effectively, efficiently and in the shortest time possible.

Concluding let us therefore understand the spirit of the times and the calls of the hour and proceed to our work in right earnest and finally come out with all honour and credit to ourselves.

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## APPENDIX 2.

Statement showing the progress of revenue of the District Boards in Mysore State for ten years from 1943-44 to 1952-53.

Year	Cesses	Tolls	Markets	Contributions	High Schools	Miscellaneous	Total Revenue
1	2	3	4	5	6	7	8
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1943-44	10,91,742	1,09,313	1,71,127	95,133	...	81,225	15,46,540
1944-45	11,95,431	1,59,396	1,08,460	1,57,596	...	2,19,552	18,40,437
1945-46	12,42,065	1,20,134	1,32,197	94,865	...	1,39,107	17,28,388
1946-47	17,00,300	1,31,797	1,28,380	1,26,750	...	10,79,271	31,66,496
1947-48	13,98,332	1,14,256	3,53,991	98,953	...	...	19,65,632
1948-49	15,72,413	1,47,523	1,87,151	2,34,270	44,590	4,32,566	26,18,513
1949-50	10,98,688	1,17,929	1,24,690	3,31,666	43,376	5,81,044	22,97,343
1950-51	14,88,363	1,17,929	3,05,722	8,04,980	1,15,673	6,96,684	35,29,351
1951-52	14,01,257	1,17,929	3,05,970	8,24,514	1,05,075	9,43,929	36,98,677
1952-53	14,60,359	1,15,354	3,09,246	7,77,197	1,83,375	14,15,327	42,61,386

## APPENDIX 2A.

Statement showing the progress of expenditure by the District Boards in Mysore State for ten years from 1943-44 to 1952-53.

Year	Public Works executed by the P.W.D.	Public Works executed by District Boards	Administration and Collection	Conservancy and Sanitation	Medical Relief	Accommodation for travellers	High Schools	Miscellaneous	Total Expenditure
1	2	3	4	5	6	7	8	9	10
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1943-44	5,20,871	1,52,856	1,43,269	70,619	4,57,130	43,988	...	2,02,206	15,90,769
1944-45	4,26,544	2,93,298	1,49,821	1,30,583	4,84,563	47,339	...	2,45,525	17,20,675
1945-46	3,53,239	3,10,787	1,54,074	77,362	1,54,523	45,386	...	5,63,220	16,58,521
1946-47	4,93,630	3,51,255	1,72,631	1,78,037	1,30,577	58,063	...	2,93,153	24,27,327
1947-48	4,99,444	3,69,343	2,86,827	7,99,611 including No. 6.	...	197,592	...	...	21,02,747
1948-49	7,71,841	5,18,481	2,74,569	1,07,690	7,69,986	60,481	17,565	2,26,342	37,56,538
1949-50	6,15,154	6,06,403	1,92,530	81,095	4,73,496	65,059	93,656	1,37,297	29,69,691
1950-51	9,46,355	9,98,419	3,20,370	1,05,748	10,22,554	78,365	125,206	4,24,912	40,12,029
1951-52	7,67,740	11,28,302	3,23,029	1,08,752	9,63,635	83,473	256,554	2,96,154	39,28,599
1952-53	10,71,303	14,42,407	3,01,200	1,13,420	8,76,087	95,187	331,606	4,90,273	46,24,023

## APPENDIX 3.

Statement showing the number and distribution of seats allotted to each Taluk Board in Mysore State, as recommended by the committee.

Taluks with a population up to 50,000 ... 9 Seats  
 Do do from 50,000 up to 75,000... 12 ,,  
 Do do from 75,000 up to 1,25,000... 15 ,,  
 Do do from 1,25,000 and above ... 18 ,,

Taluku	Population as per Census 1951	Total number of seats	No. of seats for Town Municipal Councils	No. of seats for Village Panchayats	Population of Scheduled Castes as per census 1951	Ratio of Scheduled population to the other population	No. of seats reserved for Scheduled Castes as per the ratio
1	2	3	4	5	6	7	8
<b>Bangalore District.</b>							
1. Bangalore North ...	1,60,489	18	1	5	34,637	3 : 1	5
2. Bangalore South ...	1,41,222	18	1	5	36,007	3 : 1	5
3. Hoskote ...	1,12,190	15	1	4	24,277	11 : 3	3
4. Devanahalli ...	90,302	15	1	4	17,531	4 : 1	3
5. Doddballapur ...	1,09,754	15	1	1	20,548	9 : 2	3
6. Nelamangala ...	1,06,614	15	1	4	22,409	4 : 1	3
7. Magadi ...	1,36,442	18	1	5	22,931	5 : 1	3
8. Channarayana ...	1,31,403	18	1	5	18,166	7 : 1	2
9. Ramanagaram ...	92,769	15	1	4	12,262	7 : 1	2
10. Kanakapura ...	1,68,789	18	1	5	22,004	5 : 1	3
11. Anekal ...	98,271	15	1	4	25,666	7 : 2	3
<b>Tumkur District.</b>							
1. Tumkur ...	1,86,469	18	1	5	31,501	5 : 1	3
2. Madhugiri ...	1,31,042	18	1	5	27,830	4 : 1	4
3. Koratagere ...	78,710	15	1	4	15,020	4 : 1	3
4. Sira ...	1,25,932	18	1	5	23,012	4 : 1	4
5. Pavagada ...	95,579	15	1	4	22,538	7 : 2	3
6. Chikanaikanahalli ...	91,889	15	1	4	14,797	5 : 1	3
7. Gubbi ...	1,25,699	18	1	5	17,666	6 : 1	3
8. Tiptur ...	94,142	15	1	4	21,354	4 : 1	3
9. Turuvekere ...	86,467	15	1	4	10,037	8 : 1	2
10. Kunigal ...	1,35,433	18	1	5	15,801	15 : 2	2

APPENDIX 3.—*contd.*

Taluka	Population as per Census 1951	Total number of seats	No. of seats for Town Municipal Councils	No. of seats for Village Panchayats	Population of Scheduled Castes as per census 1951	Ratio of Scheduled population to the other population	No. of seats reserved for Scheduled Castes as per the ratio
1	2	3	4	5	6	7	8
<b>Mandya District.</b>							
1. Mandya ...	1,24,572	15	1	4	10,652	11 : 1	1
2. Nagamangala ...	1,01,166	15	1	4	9,307	10 : 1	1
3. Krishnarajpet ...	1,08,151	15	1	4	11,244	9 : 1	2
4. Malavalli ...	1,31,616	18	1	5	22,495	5 : 1	3
5. Maddur ...	1,16,948	15	1	4	14,761	7 : 1	2
6. Srirangapatna ...	64,697	12	1	3	6,543	8 : 1	1
7. Paudavapura ...	70,395	12	1	3	6,656	9 : 1	1
<b>Chitaldrug District.</b>							
1. Chitaldrug ...	1,36,354	18	1	5	24,728	5 : 1	3
2. Challakere ..	1,24,990	15	1	4	26,224	4 : 1	3
3. Molakalmuru ...	40,016	9	1	2	8,855	3 : 1	2
4. Jagalur ...	70,237	12	1	3	14,785	4 : 1	2
5. Davangere ...	1,46,151	18	1	5	17,326	8 : 1	2
6. Harihar ...	63,435	12	1	3	5,609	10 : 1	1
7. Holalkere ...	91,964	15	1	4	18,416	4 : 1	3
8. Hosdurga ...	87,328	15	1	4	12,927	6 : 1	2
9. Hiriyur ...	96,845	15	1	4	20,222	4 : 1	3
<b>Hassan District.</b>							
1. Hassan ...	1,92,447	18	1	5	14,233	8 : 1	2
2. Alur ...	33,380	9	1	2	6,896	4 : 1	2
3. Arsikere ...	1,40,687	18	1	5	21,183	6 : 1	3
4. Belur ...	70,437	12	1	3	17,027	3 : 1	3
5. Manjarabad ...	53,398	12	1	3	13,419	3 : 1	3
6. Arkalgud ...	85,739	15	1	4	14,002	5 : 1	3
7. Holenarasipur ...	79,322	15	1	4	11,383	6 : 1	2
8. Channarayapatna ...	1,19,675	15	1	4	9,668	11 : 1	1

## APPENDIX 3—contd.

Taluka	Population as per Census 1951	Total number of seats	No. of seats for Town Municipal Councils	No. of seats for Village Panchayats	Population of Scheduled Castes as per census 1951	Ratio of Scheduled population to the other population,	No. of seats reserved for Scheduled Castes as per the ratio
1	2	3	4	5	6	7	8
<b>Shimoga District.</b>							
1. Shimoga ...	96,620	15	1	4	11,857	7 : 1	2
2. Bhadravathi ...	80,494	15	1	4	7,741	9 : 1	2
3. Ohannagiri ...	1,01,922	15	1	4	19,444	4 : 1	3
4. Honnali ...	85,394	15	1	4	12,980	6 : 1	2
5. Shikaripur ...	64,320	12	1	3	13,043	4 : 1	2
6. Sorab ...	65,388	12	1	3	10,160	11 : 2	2
7. Sagar ...	71,580	12	1	3	4,425	15 : 1	1
8. Hosanagar ...	37,514	9	1	2	2,717	12 : 1	1
9. Thirthahalli ...	60,093	12	1	3	3,221	19 : 1	1
<b>Chickmagalur District.</b>							
1. Chickmagalur ...	96,344	15	1	4	11,808	7 : 1	2
2. Kadur ...	1,18,715	15	1	4	16,240	6 : 1	2
3. Tarikere ...	82,015	15	1	4	12,570	4 : 1	3
4. Koppa ...	41,406	9	1	2	5,575	6 : 1	1
5. Narasimbarajapura...	19,750	9	1	2	2,741	6 : 1	1
6. Mudigere ...	49,026	9	1	2	11,640	3 : 1	2
7. Sringeri ...	10,282	9	1	2	653	15 : 1	1
<b>Kolar District.</b>							
1 Kolar ...	1,32,162	18	1	5	24,960	4 : 1	4
2. Srinivasapur ...	84,542	15	1	4	18,830	11 : 3	3
3. Mulbagal ...	93,891	15	1	4	23,239	7 : 2	3
4. Chintamani ...	1,05,208	15	1	4	21,722	4 : 1	3
5. Sidlaghatta ...	75,005	15	1	4	14,843	4 : 1	3
6. Bagepalli ...	70,042	12	1	3	16,467	3 : 1	3
7. Gudibanda ...	22,907	9	1	2	4,361	9 : 2	2

APPENDIX 3—*conld.*

Taluks	Population as per Census, 1951	Total number of seats	No. of seats for Town Municipal Councils	No. of seats for Village Panchayats	Population of Scheduled Castes as per census, 1951	Ratio of Scheduled population to the other population	No. of seats reserved for Scheduled Castes as per the ratio
1	2	3	4	5	6	7	8
<b>Kolar District</b> — <i>concl'd.</i>							
8. Goribidnur ...	1,27,021	18	1	5	25,068	4 : 1	4
9. Chikballapur ...	78,835	15	1	4	15,107	13 : 3	3
10. Malur ...	89,774	15	1	4	20,178	7 : 2	3
10. Bangarpet ...	91,354	15	1	4	22,422	7 : 2	3
<b>Mysore District.</b>							
1. Mysore ...	95,039	15	1	4	16,621	5 : 1	3
2. Krishnarajanagar ...	1,07,895	15	1	4	11,969	8 : 1	2
3. Hunsur ...	73,689	12	1	3	10,878	6 : 1	2
4. Periyapatna ...	72,725	12	1	3	22,363	5 : 2	4
5. Heggadadevanakote.	75,399	15	1	4	17,652	10 : 3	4
6. Gundlupet ...	98,320	15	1	4	16,463	5 : 1	3
7. Chamarajanagar ...	1,72,082	18	1	5	29,611	5 : 1	3
8. Nanjangud ...	1,70,145	18	1	5	31,288	14 : 3	3
9. T. Narasipur ...	1,35,016	18	1	5	25,756	4 : 1	4
10. Yelandur ...	40,133	9	1	2	8,545	10 : 3	2
<b>Bellary District.</b>							
1. Siruguppa ...	74,966	12	1	3	14,840	4 : 1	2
2. Sonduru ...	52,523	12	1	3	10,600	4 : 1	2
3. Hospet ...	1,33,233	15	1	5	27,560	4 : 1	4
4. Bellary ...	1,84,929	18	1	5	22,229	22 : 3	2
5. Hadagalli ...	1,01,961	15	1	4	15,897	11 : 2	2
6. Harapanahalli ...	1,17,633	15	1	4	14,742	7 : 1	2
7. Kudlgi ...	1,08,462	15	1	4	16,205	17 : 3	2





## APPENDIX 4.

Statement showing the rates of Honoraria, and Travelling Allowances payable to the Presidents, Vice-Presidents and Members of District Boards and Taluk Boards, as recommended by the Committee.

### *District Boards.*

1. President of a *District Board* will get an honorarium of Rs. 100 per mensem but the Vice-President need not be paid any honorarium.
2. President and Vice-President will be entitled to the following of Travelling Allowance :—

<i>Railway fare</i>	<i>Daily Allowance</i>	<i>Mileage</i>
1½ First Class	Rs. 5	Re. 0-5-0

*N.B.*—The Travelling Allowance of the President and the Vice-President should not exceed Rs. 1,200 and Rs. 600 per annum, respectively.

3. Members will be entitled to the following rates of Travelling Allowance :—

<i>Railway fare</i>	<i>Daily Allowance</i>	<i>Mileage</i>
1½ Second Class	Rs. 4	Re. 0-4-0

### *Taluk Boards.*

1. President of a *Taluk Board* will get an honorarium of Rs. 50 per mensem, but the Vice-President need not be paid any honorarium.
2. President will be entitled to the following rates of Travelling Allowance :—

<i>Railway fare</i>	<i>Daily Allowance</i>	<i>Mileage</i>
1½ First Class	Rs. 5	Re. 0-5-0

*N.B.*—The Travelling Allowance of the President should not exceed Rs. 120 per annum.

3. Vice-President and Members will be entitled to the following rates of Travelling Allowance :—

<i>Railway fare</i>	<i>Daily Allowance</i>	<i>Mileage</i>
1½ Second Class	Rs. 4	Re. 0-4-0

Suggestions of the Commissioner for Local Self-Government regarding certain procedural and supervisory matters in connection with the Special Agency for Public Works recommended by the Committee.

1. Procedure to be adopted for sanctioning estimates, executing works, supervising progress, scrutiny and sanctioning of bills, etc.

*(a) Sanctioning of Estimates :—*

The existing procedure may continue in this respect. The Engineering staff will, on requisition by local bodies, prepare the estimates. Local bodies will include District Boards, Taluk Boards, Town Municipalities and Village Panch.

The Special Agency will prepare estimates and take up works estimated to cost more than Rs. 500 in the case of District Boards, Rs. 250 in the case of Taluk Boards and Town Municipalities and Rs. 50 in the case of Village Panchayets.

*(b) Method of Execution of works :—*

No change in the existing procedure is contemplated except that tenders would be called by the Executive Engineer and sent to the concerned local body for scrutiny with his recommendation, for acceptance.

*(c) Supervision of works :—*

The Engineering staff will be primarily responsible for the supervision, recording of measurements and checking measurements of works. The authorities of the local bodies will also have the fullest right of inspection and supervision.

*(d) Scrutiny and sanctioning of Bills :—*

Bills for work done will be prepared by the Engineering staff and sent to the concerned local bodies for audit and payment.

2. Disciplinary control to be exercised by the local bodies over the staff the Special Agency.

The following will be the means of securing necessary control :—

- (1) The Assistant and the Executive Engineers will send copies of their inspection programmes to the local bodies and will contact the President and Executive Officers during their visits.
- (2) The Presidents or Vice-Presidents and the Executive officers can inspect and make their remarks in writing regarding the work done. These remarks should be attended to before the work is continued.
- (3) Progress Reports will be sent periodically which will be reviewed by the authority of the local body.
- (4) Having the power of passing bills, bad work can at once be punished.
- (5) In the case of disobedience of orders issued by the local bodies, the authority of the local body will be empowered to fine the works subordinate up to Rs. 5 at a time. This will be appealable to the Commissioner for Local Self-Government in Mysore.